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ABSTRACT

The development and implementation of a Re-Entry Model designed to facilitate and monitor the adjustment of high school students returned to public school from a county commitment facility is described. Transition and follow-up procedures implemented through the model with a liaison teacher at the commitment facility school designated as the intermediary between the facility and the public school to assist students in their adjustment are presented, as well as results indicating significant reduction in the rate of adjustment. Details of the model, initially operationalized in a target school for a trial period and subsequently expanded to all high schools in Marin County, are provided including project activities of regular meetings among parents and school personnel which centered on student educational programs, progress, and transition back to regular school.
(Author)

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ESTABLISHMENT OF A RE-ENTRY MODEL
TO REDUCE RECIDIVISM AMONG
COURT WARD STUDENTS

by

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Introductory Practicum
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TABLE OF CONTENTS

	<u>Page</u>
List of Figures	viii
List of Tables	ix
Abstract	x
1. Introduction	1
2. Needs Analysis	3
3. Objectives and Strategies	12
Terminal Performance Objective	12
Information Obtained and Organized.	12
Strategy Selected	16
Process Objective	21
Practicum Participants	22
Practicum Participant	23
Students	24
Commitment Facility Personnel	24
Public School Personnel	24
Parents	25
Marin County Juvenile Justice Commission	25
4. Practicum Procedures: Strategy Applied	27
Data Collection	27
Model Development	27

Committee on Model Development	29
Transition and Follow-Up Procedures	30
Model Implementation	33
Juvenile Justice Commission.	35
Model Expansion	35
Establishment of Offices at High School Campuses by the Probation Department.	38
Task Force Committee on Parent Involvement	38
5. Results Obtained	41
Overview of Practicum Outcomes	41
Outcomes Pertaining to Model Development	42
Outcomes Pertaining to Model Implementation.	43
Outcomes Pertaining to Countywide Implementation of the Model.	48
Side Effect Outcome: Relocation of Probation Department Offices	51
Outcomes Pertaining to: Increased Parent/School Contact.	52
6. Summary and Conclusions	54
7. Dissemination: Further Application of the Model . . .	59
Appendix A: Organization and Functions of the Juvenile Justice Commission	60
Appendix B: Evaluation of the Program at Children's Treatment Center	76
Appendix C: Day Care Program Step System.	98
Appendix D: Point System: Standard of Classroom Behavior at Loma Alta School.	101

Appendix E:	Pre-Post Comparison Scores of 24 Students Administered the CTBS Between January and October 1976	108
Appendix F:	Report of the Re-Entry/Alternatives to Juvenile Hall Committee	110
Appendix G:	Juvenile Justice and Delinquency Prevention Commission: Minutes of the January, February, and March 1977 Meetings, Per- taining to Adoption of the Re-Entry Com- mission Report.	122
Appendix H:	Educational Planning and Review Procedure	138
Appendix I:	Loma Alta Parent-Student Handbook . . .	140
Bibliography		156

LIST OF FIGURES

		<u>Page</u>
Figure 1	Profile Showing the Rate of Recidivism and Adjustment by High School for the 1973-1974 School Year	5
Figure 2	Flow Chart of Sequential Steps in Re-Entry Model Transition and Follow-up Procedures	34
Figure 3	Schematic Diagram of Re-Entry Model From Development Through Expanded Implementation	37
Figure 4	Comparative Profile Showing Differences in the Rate of Recidivism Before and After Model Implementation	47

LIST OF TABLES

	<u>Page</u>
Table 1 Impact of the Re-Entry Model in Reducing the Rate of Recidivism Among Students	45
Table 2 Comparative Data Indicating the Rates of Recidivism and Adjustment Among Students, By High School, Before and After Implementation of the Re-Entry Model	50

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ABSTRACT

The practicum describes the development and implementation of a Re-Entry Model designed to facilitate and monitor the adjustment of high school students returned to public school from a county commitment facility. Transition and follow-up procedures were implemented through the model with a liaison teacher at the commitment facility school designated as the intermediary between the facility and the public school to assist students in their adjustment.

A significant reduction in the rate of recidivism/school dropout with a corresponding increase in the rate of adjustment was achieved through implementation of the model. The Re-Entry Model was initially operationalized in a target school for a trial period and subsequently expanded to all high schools in Marin County.

Project activities also included the establishment of regular meetings among parents and school personnel, centering on student educational programs, progress, and transition back to regular school. Meetings were established in conjunction with implementation of the Re-Entry Model.

x

1. INTRODUCTION

The incidence of students failing to complete high school in the United States is reported in numerous research studies to be alarmingly high. Projections indicate that as many as forty percent of all students are categorized as school dropouts.¹ The problem of school dropout is complex with many variables having been identified as causative factors. Juvenile delinquency is one element contributing to this alarming statistic. Among students returned to public school from correctional institutions the rate of failure is reported in studies to range between forty-five and seventy-three percent. Data corroborating this finding were collected in Marin County, California.

A report, "Evaluation of the Program at Children's Treatment Center," (1973)² was published by the Marin County Juvenile Justice Commission³ following several months of investigative meetings.

¹ Solomon O. Lichter et al., The Drop-Outs, (New York, N. Y.: Macmillan Company, 1962); p. 2.

² The report, "Evaluation of the Program at Children's Treatment Center," is listed in Appendix B.

³ The Marin County Juvenile Justice Commission is a public body created by authority of Juvenile Court Law. A paper identifying the "Organization and Functions of the Juvenile Justice Commission" is cited in Appendix A.

Recommendations directed toward the remediation of identified inadequacies in the program resulted from this evaluation. Particular notice was directed toward the Commission's recommendation made in response to the rate of recidivism to the county's commitment facility among students returned to public school: "The school and Children's Treatment Center staff are urged to provide more closely supervised transition back to the regular school program and to complete the transition with appropriate follow-up procedures."⁴

The practicum report that follows is the result of a fifteen month project which sought to decrease the incidence of recidivism to the commitment facility among students returned to public school from this facility.

⁴ Juvenile Justice Commission, "Evaluation of the Program at Children's Treatment Center." p. 7.

2. NEEDS ANALYSIS

Established in 1972 by the Marin County Probation Department, the Children's Treatment Center is a residential and day treatment facility for wards of the Juvenile Court. Upward of forty (40) high school students participate in these commitment facility programs at any particular time with the length of commitment varying between four and nine months in each program. Students assigned to the residential program are sequentially transferred to the day treatment program and eventually returned to public school when these actions are deemed appropriate by the probation department. The philosophy of each program is "to help parents and students get what they want from the community and each other without coming into conflict. The goal is that each family reach a point where they can manage their own behavior without the contrived intervention of social agencies such as Probation, Mental Health..."⁵

Students at the commitment facility participate in an educational program operated by the Marin County Schools Office at the Loma Alta School. The school is established and maintained under provision of the California Welfare and Institutions Code, Sections 856-870. Capsulizing the responsibility of the school is Section 858 which stipulates that these schools shall be maintained "by the county superintendent of schools and

⁵ Marin County Children's Treatment Center, Day Care Program Pamphlet: "Why Day Care?" 1976. (Mimeographed).

shall be conducted in the same manner and under the same conditions, as nearly as possible, as are other elementary and secondary schools of the school districts..."⁶

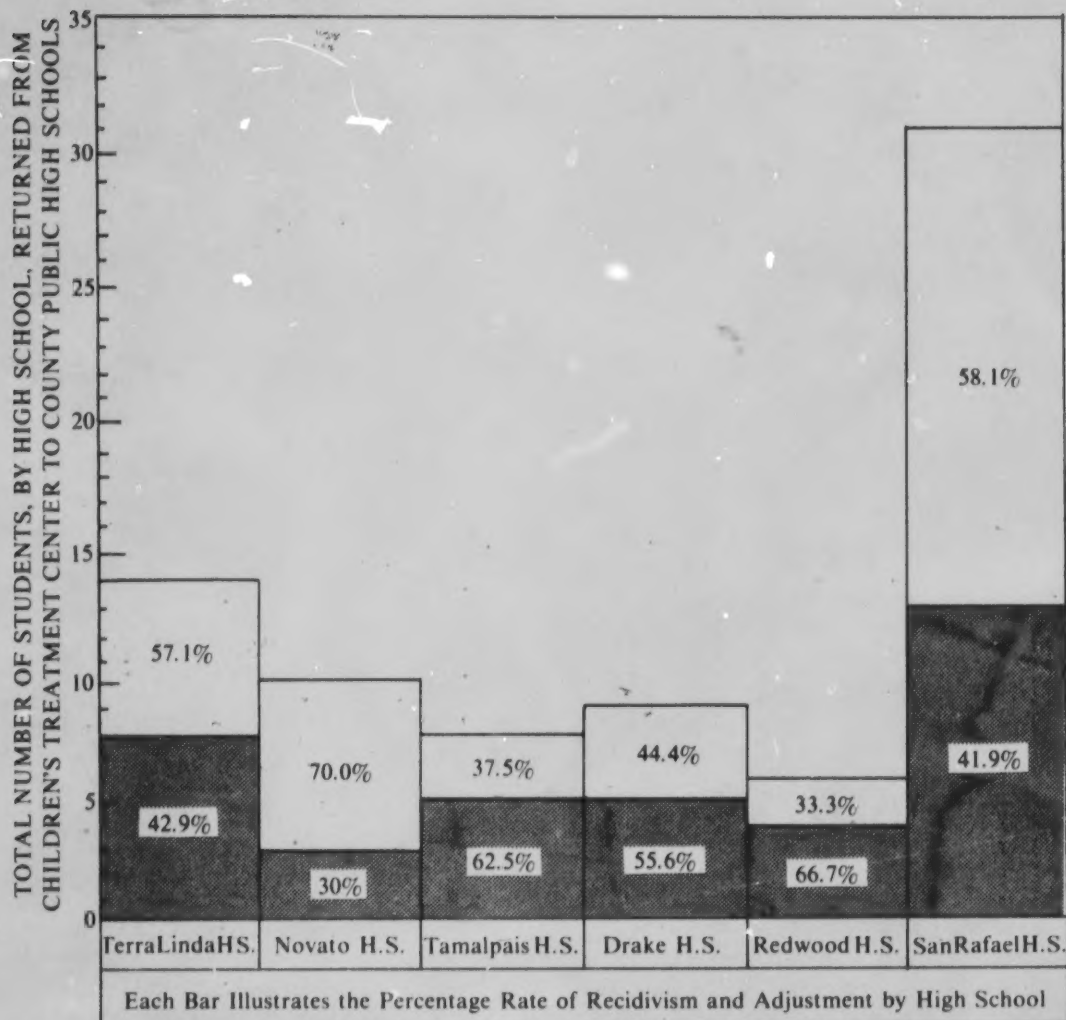
Each year approximately seventy-five (75) students are returned to the public schools of the county from the commitment facility. Data were collected by the practicum participant which indicated that a significant percent of the students returned to public school failed to adjust. On a countywide basis, fifty-one (51) percent of the seventy-eight (78) students who reentered public school during the 1973-74 baseline school year of inquiry did not adjust. Further delineation of the data showed that the rate of student failure ranged between thirty-three (33) and seventy (70) percent among the high schools of the county. Graphic illustration of the high incidence of failure to adjust is reflected in the rate of recidivism depicted in Figure 1.

It was apparent from these data that the greatest number of students returned to public school from the commitment facility reentered the San Rafael High School. Thirty-one (31) students representing nearly forty (40) percent of the total number of students returned to public school during 1973-1974 reentered this high school. Eighteen (18) of the thirty-one (31) students, or, fifty-eight (58) percent, failed to adjust: a figure greater than the countywide average reported.

⁶ California, Welfare and Institution Code (1976), Art. 23, Sec. 858.

FIGURE I

PROFILE SHOWING THE RATE OF RECIDIVISM AND ADJUSTMENT
BY HIGH SCHOOL FOR THE 1973-1974 SCHOOL YEAR



KEY: ADJUSTMENT RECIDIVISM

Truancy culminating in school dropout within a two month period following return to public school was identified as the predominant behavioral manifestation among students failing to adjust. Attendance records of students were reviewed by counselors at each high school and used as the basis for this determination. Most students who failed exhibited truant behavior within the initial three weeks following their return to public school, with virtually all students who failed having dropped out of school by the end of the second month following their return.

The Marin County Juvenile Justice Commission was the first public assemblage to formally identify the problem of recidivism in conjunction with its investigation of the program at Children's Treatment Center in 1973. Functions of the commission are described in a paper cited in Appendix A. Contributing to its sensitivity and recognition of the problem was the fact that six of the Commission's fourteen members were also employees of local high school districts where recidivism was highest.

A report was prepared by a sub-committee of the commission following its investigation at the facility. Adopted in its entirety by the commission, the complete text of the report, "Evaluation of the Program at Children's Treatment Center," is cited in Appendix B. Included in the report were recommendations among which was the advice that school and probation staff at the commitment facility should provide a more

closely supervised transition for students back to the regular school and complete the transition with appropriate follow-up procedures.⁷ This recommendation emanated from the commission's concern regarding the high incidence of student failure after release from the commitment facility, identified through interviews conducted by the practicum participant. The commission indicated that a reduction in the rate of recidivism to thirty (30) percent would be considered a realistic and significant reduction.

From its investigation the commission also found that minimal communication existed among school and probation staffs at the commitment facility regarding coordination and cooperation in the planning of student educational and treatment programs. The staff of each agency functioned in a parochial manner, although each staff worked with the same students. Based upon this finding the commission called for the establishment of communication among school and probation department personnel at the center to maximize the focus upon student problems and the sharing of treatment plans.⁸

Lack of communication among commitment facility staff was perceived by the practicum participant to be a factor interrelated with and

⁷ Juvenile Justice Commission, "Evaluation of the Program at Children's Treatment Center," p. 7.

⁸ Ibid.

contributing to the problem of recidivism: a need which required attention before a strategy could be devised to assist students in their adjustment to public school. Responding to this need the practicum participant established joint planning meetings among school and probation staffs; enacted jointly conceived educational and treatment plans; and, established criteria used to determine a student's eligibility for release from the commitment facility. Criteria were sequenced in a "Step System". Illustration of the Step System and criteria for student release are cited in Appendix C.

The establishment of criteria to determine a student's readiness and eligibility for release was considered the most important of the three actions for several reasons: First, these criteria represented the first written standards used to determine a student's readiness for release from the facility. Previously this determination was based solely upon subjective interpretations of a student's progress in the day treatment program without regard to his performance in school. Second, a student's behavior and performance in school were included among these criteria. Third, the school became a participant in determining a student's eligibility for release. Prior to the establishment of these criteria the decision to release a student involved only probation department personnel.

In conjunction with the implementation of these criteria, the school developed and operationalized a point system. The point system was used by school personnel to determine each students daily and cumulative progress in school. Points were awarded to students who demonstrated acceptable

behavior and academic progress in the classroom. Students were required to earn a specified percentage of points to advance from one step to the next in the system. Illustration of the point system is provided in Appendix D.

Other manifestation of the problem of recidivism were identified through investigative meetings with probation officers and counselors at the local high schools. Under existing procedure the probation department maintained sole responsibility for returning students to public school. There was no contact among public school counselors responsible for programming returning students and school personnel at the commitment facility who were most knowledgeable about a student's educational progress and needs. Probation officers were responsible for making certain that students were returned to public school: a function which they performed in most instances by delivering the student to the high school for re-enrollment and programming. Approximately twenty (20) percent of the students, however, were required to enroll in school without any assistance.

Counselors and probation officers as well as teachers from the commitment facility agreed that the process was ineffective. Probation officers were not knowledgeable about the educational needs of students and school counselors had difficulty in programming students because minimal information was available. Manifested in this situation was the need for school personnel at the commitment facility to be involved in a student's transition back to public school. Further substantiation of this need was found in the fact that a number of students at the facility exhibited

academic skills which were lower than skills expected of students at comparable grade levels in the regular public school. The Comprehensive Test of Basic Skills was the instrument used in making this finding. Examples of test results are cited in Appendix E. Information obtained from these results substantiate and reinforce the need for commitment facility school personnel to provide assistance to students returning to public school.

Determination was made by the practicum participant that a reentry model managed by the school was needed to reduce recidivism. Transition and follow-up procedures needed to be included in the model's design to assist and monitor student adjustment to public school. Needs identified by persons in agencies impacted by the problem would be addressed by implementation of these procedures. Commitment facility staff would be responsible for the procedures.

Development of the reentry model provided an opportunity to establish regular contact among parents and school personnel at the commitment facility: an area of concern identified through a recommendation advanced by the Juvenile Justice Commission (1973). The commission called for school personnel at the commitment facility to occasionally be included in "family night" meetings, as a means to increase contact among parents and school personnel. The recommendation was implemented by the practicum participant between August 1975 and January 1976, through the school's bi-monthly participation in family night meetings. A four (4) percent increase

(from twenty-eight (28) to thirty-two (32) percent) in the number of parents having contact with the school resulted from this action. The school's involvement in these meetings was, however, discontinued because this forum provided little opportunity for the discussion of school related topics. Meetings were conducted by the probation department with an emphasis on parent counseling.

From a meeting in February 1976 with a group of parents, school staff, and probation department personnel, the practicum participant established that parents were most concerned with: (1) the academic progress of their children at the commitment facility school, and (2) the likelihood of their children succeeding upon return to regular school. Based upon the identification of these concerns, the practicum participant proposed the formation of a task force committee on parent involvement to develop a plan for establishing regular meetings among parents and school personnel. The focus of these meetings would be on student programs, progress, and transition back to regular school. The plan would be developed in conjunction with the development of the reentry model.

3. OBJECTIVES AND STRATEGIES

Terminal Performance Objective

Manifested needs identified in the preceding chapter translated into the following terminal performance objective:

The countywide rate of recidivism among students returned to the high schools of the county from the county's commitment facility will be reduced from fifty-one (51) to twenty-five (25) percent, as measured through a comparison of pre-post data after countywide implementation in January 1977 of a reentry model which uses transition and follow-up procedures designed to assist and monitor student adjustment.

Information Obtained and Organized

Identified through a search of the literature were findings and conclusions advanced by researchers which indicated that students returning to public school from corrective institutions needed a supportive environment. Greenstone⁹ from his study concluded that not all high schools had the same holding power over returnees; some were unable to hold a single returnee while others held them all. The schools with the highest retention ratings did not come by them without reason. The first ingredient of their success was an attitude that reflected the guidance-mindedness of the administration... The returnee was welcomed... was free to come in and talk

⁹ Samuel M. Greenstone, "Getting the Returnee Back to School," Crime and Delinquency 7 (1961): 249-254.

things over... All that is needed is for the school to understand that returnees really want to rise above their past and for returnees to understand that the school really wants to help them do it.¹⁰

Novotny and Burstein educed a similar conclusion in their study, "Public School Adjustment of Delinquent Boys After Release from a Juvenile Corrective Institution" (1973).¹¹ What seemed decisive in the adjustment of boys after returning to public school was that they had some support from a supervised environment or from interest people or some success in an activity...¹²

Described by Pfeil (1970) in "Its Hard to Come Back,"¹³ was a program implemented in two high schools in Milwaukee, Wisconsin, which provided a supportive environment for students returned to public school. Dubbed the "Liaison Teacher Program," its initial impact showed a significant reduction in the rate of recidivism to state correctional institutions. Thirteen (13) of fifty (50) parolees at South Division were returned to a state correctional facility in the first semester of the program's operation:

¹⁰ Ibid., p. 254.

¹¹ Elizabeth S. Novotny, Mario Burstein, "Public School Adjustment of Delinquent Boys After Release from a Juvenile Corrective Institution," Journal of Youth and Adolescence 3(1974): 49-60.

¹² Ibid., p. 52.

¹³ Mary Pat Pfeil, "Its Hard to Come Back," American Education (June 1970): 3-6.

a rate of twenty-six (26) percent. In the previous year the return rate was nearly fifty-six (56) percent. The return rate at West Division dropped from forty-nine (49) percent in 1968-1969 to twenty-nine (29) percent in the first semester of 1969-1970.¹⁴

Pfeil identified two conditions existent in the Milwaukee schools that were comparable to conditions identified in the high schools of Marin County. First, teachers with an average of twenty-eight students in each class and counselors responsible for hundreds of students didn't have time to deal with the special needs of students returning to public school from correctional institutions. An influx of institutional youngsters placed stress on the school just as the school placed stress on them.¹⁵ Second, parole officers often took students to schools where they were programmed on the spot: parole officers in these situations had little input to provide to counselors...¹⁶

Results were found in other studies by Schepses (1955),¹⁷ Greenstone

¹⁴ Ibid., p. 6.

¹⁵ Ibid., p. 4.

¹⁶ Ibid., p. 5.

¹⁷ Erwin Schepses, "The Academic School Experience of the Training School Student," Federal Probation 19 (June 1955): 47-51.

(1961)¹⁸ and Novotny and Burstein (1974)¹⁹ which were comparable to data initially reported by the practicum participant in Figure 1.

Coupled with information ascertained through the review of literature were data collected by the practicum participant which clarified both the magnitude of the problem in Marin County and its manifested causes. These data showed that most students returned to public school failed to adjust after release from the county's commitment facility, and, that persons in all the public agencies impacted by the problem of recidivism in Marin County agreed the process managed by the probation department for returning students to public school was ineffective. Under this process no communication existed between commitment facility and public school staff; and counselors and probation officers lacked adequate information about student educational needs. Annexed to these factors was the Juvenile Justice Commission's recommendation calling for commitment facility staff to establish and monitor transition and follow-up procedures to assist students returned to regular school.

Information was also obtained in the form of concerns registered by many parents regarding the educational performance and adjustment

¹⁸ Greenstone, "Getting the Returnee Back to School," Crime and Delinquency, p. 254.

¹⁹ Novotny, "Public School Adjustment of Delinquent Boys...", Journal of Youth and Adolescence, p. 52.

of their children to public school after release from the commitment facility.

The Liaison Teacher Program's success in reducing the incidence of recidivism using procedures comparable to those recommended by the Juvenile Justice Commission was indication that the program could be adapted in the development and implementation of a Re-Entry Model in Marin County. The concept of a liaison teacher at the commitment facility managing transition and follow-up procedures designed to assist and monitor students returning to public school appeared feasible. Situations identified by school and probation personnel in both Milwaukee and Marin County, which preceded implementation of a liaison teacher model, were comparable: the identified needs were the same in both situations. Determination of a strategy was based upon this information.

Strategy Selected

Determination of a strategy to achieve the practicum's terminal objective was made following the review and analysis of related literature. In devising the strategy consideration was given to the relationship between findings reported in the literature and information obtained through meetings and interviews with persons from the public agencies (probation and school) impacted by the problem of recidivism in Marin County. Information acquired from the County's Juvenile Justice Commission was also used in developing the strategy.



Comparative analysis was made of information reported by high school counselors and probation officers in Marin County with information obtained from the literature on the situation in Milwaukee preceding implementation of the Liaison Teacher Program. Comparable needs were identified in both situations. Probation officers lacked knowledge of the educational needs of returning students and school counselors had difficulty in programming students because minimal information was available. Communication between institutional school staff and public school staff was not evident in either Milwaukee or Marin County.

Determination was made that procedures described by Pfeil (1970)²⁰ in the Milwaukee based Liaison Teacher Program were adaptable to the situation in Marin County. Essentially, the program's design paralleled the recommendation of the Marin County Juvenile Justice Commission (1973) which called for commitment facility staff to establish and monitor transition and follow-up procedures to assist students returning to public school. In the Liaison Teacher Program, three teachers on the staffs of correctional institutions in Wisconsin were identified and assigned to work with high school counselors in helping students adjust to public school after their release from the state institutions. Liaison teachers functioned as intermediaries: "...a bridge between the school and the students' parents or

²⁰ Pfeil, "Its Hard to Come Back," American Education, pp. 3-6.

parole officers." ⁽²¹⁾ Application of the liaison teacher concept was considered by the practicum participant to be a practical strategy in designing a reentry model to reduce recidivism in Marin County.

Development of the Re-Entry Model was planned to occur over a period of several months. The practicum participant and his staff were responsible for developing the model with the cooperation, input, and assistance of probation department personnel and high school counselors. Participation of the latter identified individuals was considered crucial to the success of the model, since transition and follow-up procedures needed to interface with their ongoing roles and responsibilities as well as with the roles and functions they would perform in conjunction with the model's implementation. Meetings were needed to apprise these individuals of plans for the Re-Entry Model, and, to elicit their cooperation in its development and implementation.

The model called for the identification and assignment of a teacher from the commitment facility to function as the liaison between the facility and the public school in helping students to adjust. Delineation of transition and follow-up procedures and the liaison teacher's role and responsibilities in these procedures were expected in May 1976.

²¹ Ibid., p. 3.

Transitional procedures were anticipated to include the following steps prior to a student's release from the commitment facility:

1. Opportunity for school personnel at the facility to assess the student and develop recommendations regarding his educational needs; and,
2. Opportunity for the liaison teacher to meet with the student, parent(s) and probation department staff to discuss the schools recommendations; the procedure for enrolling the student in public school; and, the plan for follow-up activities to monitor the student's adjustment to public school.

Planned regular contact between the liaison teacher, student, and counselor over an extended period of time was conceived as the follow-up procedure designed to facilitate and monitor student adjustment to public school. These meetings were intended to span the initial three months following a students release from the facility. Delineation of this strategy was based upon an analysis of information reported by counselors which showed that virtually all students who truanted and dropped out of school did so by the conclusion of the second month following their return to public school. The purpose of these meetings would be to provide an opportunity to discuss in a supportive manner perceptions regarding how a student was functioning in school. Identification of a student's positive behavior and performance, as well as the identification of problems or concerns, were

intended as the foci of these meetings. Management and coordination of all procedures were to be the responsibility of the liaison teacher.

Initial implementation of the Re-Entry Model was planned to occur on a pilot basis for approximately six months in a target school. San Rafael High School was selected as the target school based upon an analysis of data in Figure 1 which showed that most students returned to public school during the baseline year of inquiry entered this high school, and, based upon the fact that most of these students failed to adjust. The percentage of failure at this high school exceeded the countywide rate of recidivism. Selection of this high school was expected to result in a larger population of students from which to evaluate the model's impact in reducing recidivism during its initial period of implementation. Results derived from the model's initial implementation were to be compared with data compiled from the baseline year of inquiry. Authorization from the high school's administration was necessary before the model could be implemented for the trial period.

Formative evaluation of the model's procedures was planned with persons involved in its initial operationalization. Summative evaluation of the model's initial effectiveness in reducing recidivism was planned by the practicum participant through comparison of pre-post data, and, through comparison of experimental and control group results. Students returned to the target school under Re-Entry Model procedures would comprise the experimental group. The control group would consist of students returned

to the other high schools. Students in the control group would not be subject to the Re-Entry Model procedures. Additionally, an independent external evaluation would be conducted by the Juvenile Justice Commission to evaluate the model's initial effectiveness. This evaluation was considered an important element in practicum strategy, since the commission was aware of the problem, having been responsible for its initial identification.

Dissemination of the model to other high schools in the county was planned following evaluation of its initial impact/effectiveness in reducing recidivism at the target high school. Implementation of the model at each high school was expected to occur in January 1977, after meetings with the principals and counseling staffs of the other high schools in the county.

Process Objective

Process objectives were developed to guide the practicum participant toward achievement of the practicum's terminal performance objective. These objectives identified expected outcomes at various stages of the project:

1. A reentry model intended to reduce recidivism through transition and follow-up procedures managed by a teacher, designated as a liaison between the commitment facility and the public school to work with probation staff and school counselors in helping students adjust after return to public school, will be developed between March and May 1976 by the practicum parti-

cipant and his staff with the cooperation of personnel from the public school and probation department.

2. The Re-Entry Model will be implemented by the practicum participant at a target school by June 1976 for a period of six months with summative evaluations of the model's effectiveness being conducted by: (1) the practicum participant using a pre-post comparison of data to determine if recidivism was reduced from fifty-eight (58) to the thirty (30) percent specified by the Juvenile Justice Commission, and, (2) the commission, as part of its investigation to determine if progress was made toward resolution of this and other issues of concern to the commission identified through its investigation of the commitment facility in 1973.
3. The Re-Entry Model will be disseminated to the other high schools of the county with implementation occurring from January through June 1977 after meetings between the practicum participant and liaison teacher with counselors and principals at these high schools.

Practicum Participants

Accomplishment of the practicum's terminal performance objective was dependent upon the participation and cooperation of many persons performing individual and/or group tasks. An overview of principal roles per-

formed by these practicum participants is presented in the following discussion.

Practicum Participant

The project writer is a consultant in special education at the Marin County Schools Office. From the inception of the practicum through its design, development and implementation, however, he was the principal of the county's Juvenile Court Schools. The writer functioned in the capacities of administrator, facilitator, and evaluator. His responsibilities in the practicum included:

1. Collection of data which identified the magnitude of the problem;
2. Review of the literature with comparative analysis of information obtained to determine a strategy for accomplishing the practicum's terminal performance objective;
3. Development and implementation of the Re-Entry Model;
4. Establishment of committees to assist in developing the model;
5. Coordination, participation, and direction of project activities involving personnel from the public agencies impacted by the problem of recidivism;
6. Evaluation of practicum outcomes;
7. Writing the practicum report.

Students

All students in the day treatment program at the commitment facility were participants in the project. Each student was of high school age, and each student constituted a serious problem to his/her respective high school through the exhibition of truant behavior which culminated in school dropout. Subject to the transition and follow-up procedures implemented through the reentry model, these students were the subjects whose adjustments to public school were monitored during the project.

Commitment Facility Personnel

Counselors and teachers provide the programs of treatment and education for court wards/students at the commitment facility, under the direction of dual administrations: probation and school. School personnel were delegated the responsibility to assist the practicum participant in the development and implementation of the reentry model designed to facilitate the adjustment of students to public school after release from the commitment facility. Cooperation, input, and assistance were sought from day treatment program counselors, probation officers, and the probation department's administration at the facility throughout the model's development and implementation phases.

Public School Personnel

High school counselors and the principal at the high school where the model was implemented on a trial basis provided input to the practicum participant and his committee in development of the reentry model. Counsel-

ing staff participated in the implementation of the model, through the establishment of transition and follow-up procedures designed to facilitate and monitor student adjustment. Teachers in the public school also participated in implementation of the model through their cooperation and contact with the liaison teacher where indicated.

Public school personnel in these same positions in other high schools of the county participated in implementation of the model, when it was expanded countywide.

Parents

Parents whose children were assigned to the commitment facility by the juvenile court were active participants in identifying the need to increase contact between themselves and the school. In this regard, parents were included as members of the task force committee on parent involvement, assembled to devise and recommend a plan that, when implemented at the commitment facility, would result in a significant increase in contact among parents and the school.

Marin County Juvenile Justice Commission

The commission assigned a committee to investigate and determine if the principle recommendations enumerated in its 1973 report, "Evaluation of the Program at Children's Treatment Center," were implemented. Committee members functioned as external evaluators, analyzing the effectiveness of the Re-Entry Model and program at the commitment

facility in relationship to earlier commission recommendations. Included among these recommendations was the need for transition and follow-up procedures to assist students in adjusting to public school: thereby reducing the rate of recidivism. A summative report of the committee's findings was prepared in January 1977, following months of investigative meetings, interviews, and observations held from April through December, 1976.

4. PRACTICUM PROCEDURES: STRATEGY APPLIED

Data Collection

Data collection constituted the initial activity of the practicum participant. From data that were collected a baseline year rate of recidivism for 1973-1974 was established to provide a basis for comparison in evaluating the reentry model's effectiveness in reducing recidivism to the county's commitment facility among students returned to public school. The rate of recidivism reflect the incidence of school dropout among this population of students. Data were collated for the duration of the practicum to document the impact of the Re-Entry Model in reducing the rate of recidivism.

Model Development

Officials of the probation department (the Director of the Children's Treatment Center and Juvenile Services Division and the Supervisor of the Day Treatment Program at the facility), public school counselors and the administration at San Rafael High School and school personnel, day treatment counselors, and probation officers at the commitment facility participated in a series of meetings convened by the practicum participant during the initial three weeks of March, 1976. The purposes of these meetings were to discuss data that had been collated; to clarify needs identified by probation department personnel and high school counselors; and, to establish direction and commitment in the development and implementation of the Re-Entry Model. Direction was established for development of the Re-Entry Model when comparison was made of procedures implemented in

the Milwaukee Liaison Teacher Program with the Juvenile Justice Commission's recommendation for transition and follow-up procedures managed by commitment facility staff.

The Director of Children's Treatment Center and Juvenile Services²² met with the practicum participant on Tuesday, March 2, 1976 and agreed to relinquish the probation department's responsibility in returning students to public school upon implementation of the Re-Entry Model by school personnel at the facility. The agreement was made based upon the prior recommendation and concurrence of his staff, and with the understanding that no change in the department's ultimate authority in determining and recommending to the juvenile court a student's readiness for release from the facility would result from implementation of the model.

Tentative authorization to implement the model at San Rafael High School was sanctioned by the school's principal in a meeting with counselors, the director of the commitment facility and the practicum participant on

²² The Director of Children's Treatment Center and Juvenile Services Division is directly responsible to the Department's Chief Deputy Probation Officer in all matters pertaining to the operation of the commitment facility and field casework services for persons under 18 years of age.

Monday, March 15, 1976, subject to a review of the model prior to its implementation.

Committee on Model Development

On Wednesday, March 17, 1976 a committee comprised of school personnel at the facility was designated by the practicum participant and delegated responsibility to assist in the design and development of the re-entry model. Weekly meetings were conducted between mid-March and May 1976 utilizing time from weekly staff meetings to identify the liaison teacher and to delineate the role and responsibilities of this individual in relation to the transition and follow-up procedures being developed to facilitate student adjustment. Additional meetings were coordinated and conducted by the practicum participant with probation department administrative and counseling personnel and counselors at the selected high school during this same time interval to elicit their input and assistance in determining the feasibility and acceptability of procedures being proposed by the committee.

The Title I teacher was designated as the liaison teacher by the practicum participant based upon the committee's review of teachers assigned duties and responsibilities, and the subsequent determination that assignment of this individual to this position required only minimal modifications to her regularly assigned teaching duties and responsibilities. This action constituted the least disruption to ongoing program activities at the facility. Three afternoons per week were scheduled for this person

to function as the liaison between the commitment facility and the public school.

Delineation of the role and responsibilities of the liaison teacher in transition and follow-up procedures was determined by the committee from meetings with day treatment counselors, counselors at the target school, and the task force committee on parent involvement. From these meetings it was agreed that responsibilities of the liaison teacher commenced when a student attained step four in the Day Treatment Program's Step System.²³ Illustration of the step system and criteria for student release are cited in Appendix C.

Transition and Follow-up Procedures

During implementation of the model, separation planning; a transitional procedure, was initiated by the liaison teacher in the second week of a student's continuance in step four. Each student eligible for release was tested using the Comprehensive Test of Basic Skills (CTBS): a test designed to assess the level of student performance in specific academic skill areas. (Note: Beginning in January 1976, all students entering the commitment facility were administered the CTBS upon enrollment in school and again prior to release from the facility.) Following administra-

²³ The Step System instituted in the Children's Treatment Center Day Care Program represents standards and criteria by student progress and eligibility for release were assessed.

tion of the test the liaison teacher scheduled a meeting with school personnel to discuss test results and to determine recommendations related to a students' continuing educational needs on returning to public school. Recommendations agreed upon by teachers were presented by the liaison teacher in a meeting scheduled the following week with day treatment counselor(s), assigned probation officer, parent(s), and student. A sample of the comparative test scores of twenty-four (24) student administered the CTBS between January and October 1976 is illustrated in Appendix E.

Labeled a Family Evaluation Conference (FEC), this second meeting at which the school's recommendations were presented and discussed emerged as a transition procedure in response to the recommendation made by the task force committee on parent involvement: a committee established to determine ways to increase contact among parents and school personnel at the facility. Participants at this meeting discussed the student continuing educational needs after release from the facility. (Note: School participation in the FEC constituted an expansion in meeting format. Formerly, the conference was utilized by probation department personnel to discuss with the parent(s) and student its aftercare plan for contact and supervision of the student and family.)

The remaining transition procedures involved contact between the liaison teacher and the public school. Subsequent to the FEC, the public school was contacted by the liaison teacher and a meeting was arranged

with the high school counselor to enroll the student and determine an educational program. This meeting was scheduled during a student's fourth or fifth week in step four of the Day Treatment Program's Step System. Parent(s), student, and probation officer were requested to participate in this meeting. The student's cumulative school record, including courses completed or in progress at the commitment facility, grades, CTBS scores, and recommendations from school personnel at the facility were utilized in planning the public school program.

Under certain circumstances, when determined necessary by persons involved in the enrollment and planning meeting, a subsequent meeting was scheduled between the liaison teacher, student and teacher(s) to discuss, clarify, coordinate, and ensure that a student's academic program would be structured to facilitate success. These meetings were deemed important for students returning to public school, where low academic skills were apparent.

Arrangement for informal contact between the liaison teacher and student during the follow-up period was made at the enrollment meeting. This provision was in addition to regularly scheduled follow-up meetings, and provided an opportunity for either person to initiate contact to discuss how things were going. Each student was given a telephone number with times when the liaison teacher could be reached.

A schedule of planned regular contact between the liaison teacher, high school counselor, and student was also established at the enrollment

meeting. Weekly meetings among these individuals transpired during the first month following enrollment. Bi-monthly meetings occurred in the second month. One contact was made in the third month, unless otherwise indicated. These meetings were instituted as the follow-up procedure designed to monitor student adjustment at the high school. They provided an opportunity to discuss and clarify how the student was doing in school. Student behavior and performance in the classroom and resolution of any identified problem(s) were the principal topics of conversation in these meetings. Provision also existed in the follow-up procedure for teachers to submit daily attendance reports to the student's assigned school counselor for the three month duration of follow-up activities. Any problem involving student attendance, behavior, or academic performance was reported to the assigned counselor. The liaison teacher was contacted and a special meeting was scheduled as soon as possible between the counselor, liaison teacher, student, and teacher to address the problem; parent(s) and parole officer were also included when deemed appropriate.

Model Implementation

Implementation of the Re-Entry Model on a trial basis at San Rafael High School occurred from June 1976 through January 31, 1977, following review and approval of the model's transition and follow-up procedures on Friday, May 14, 1976 by the high school principal, counseling staff, and Director of the Children's Treatment Center and Juvenile Services Division. The flow chart in Figure 2 depicts the sequence of activities repre-

FIGURE 2

Flow Chart of Sequential Steps in Re-Entry Model
Transition and Follow-up Procedures

PHASE 1: TRANSITION PROCEDURES

STEP 1

Student is determined eligible for Step 4 in Day Treatment Program by probation and school staffs at commitment facility. Student must maintain Step 4 status to be eligible for release from program. Liaison teacher initiates Re-Entry Model transitional procedure.

STEP 2

Student is tested by liaison teacher and school status is evaluated by teaching staff. A meeting is scheduled to review assessment findings, and to agree upon recommendations for students continuing educational needs in high school.

STEP 3

Liaison teacher scheduled a meeting with parent(s), student, probation officer, and day treatment counselors to present and discuss school recommendations.

STEP 4

Liaison teacher coordinates meeting with high school counselor to enroll student and determine program. Parent(s), student, and probation officer are requested to participate. Arrangement made for informal contact between liaison teacher and student. Schedule of planned, regular follow-up is coordinated. Decision made on need to discuss student's program with teacher(s).

STEP 4A

Liaison teacher and student meet with teacher(s) to discuss, clarify, coordinate, and ensure that student's academic program will facilitate success.

STEP 5

Counselor meets with teachers regarding submission of daily attendance reports, and procedure for identification of problem(s) during follow-up period.

PHASE 2: FOLLOW-UP PROCEDURE

STEP 6

Student begins attendance at public school and follow-up procedure is initiated. Weekly contact between liaison teacher, student, and counselor in first month; bi-monthly contact in second month; one contact in third month.

STEP 6A (Additional contacts)

Informal contact between liaison teacher and student.

Contact between probation officer and student*

Meeting(s) to resolve problem(s) identified by teacher(s)

*Procedure implemented in January 1977 when model was expanded and probation officers were relocated on high school campuses.

sented in the Re-Entry Model's transition and follow-up procedures, designed to facilitate and monitor student adjustment.

Juvenile Justice Commission

Periodic reports pertaining to development and implementation of the Re-Entry Model were presented by the practicum participant to a committee of the Juvenile Justice Commission. From April through December 1976, the committee conducted an independent investigation and evaluation of the commitment facility in relationship to recommendations enumerated in its 1973 report. Committee members functioned as external evaluators in analyzing and determining the effectiveness of practicum and other changes which had occurred in the operation of the commitment facility program. A summative report of the committee's findings was prepared in January, 1977, following observations, interviews and meetings with probation officers, school staff, parents, and students. The report was unanimously adopted by the commission in February 1977. Respectively, Appendices F and G cite the report and minutes of the commission meeting.

Model Expansion

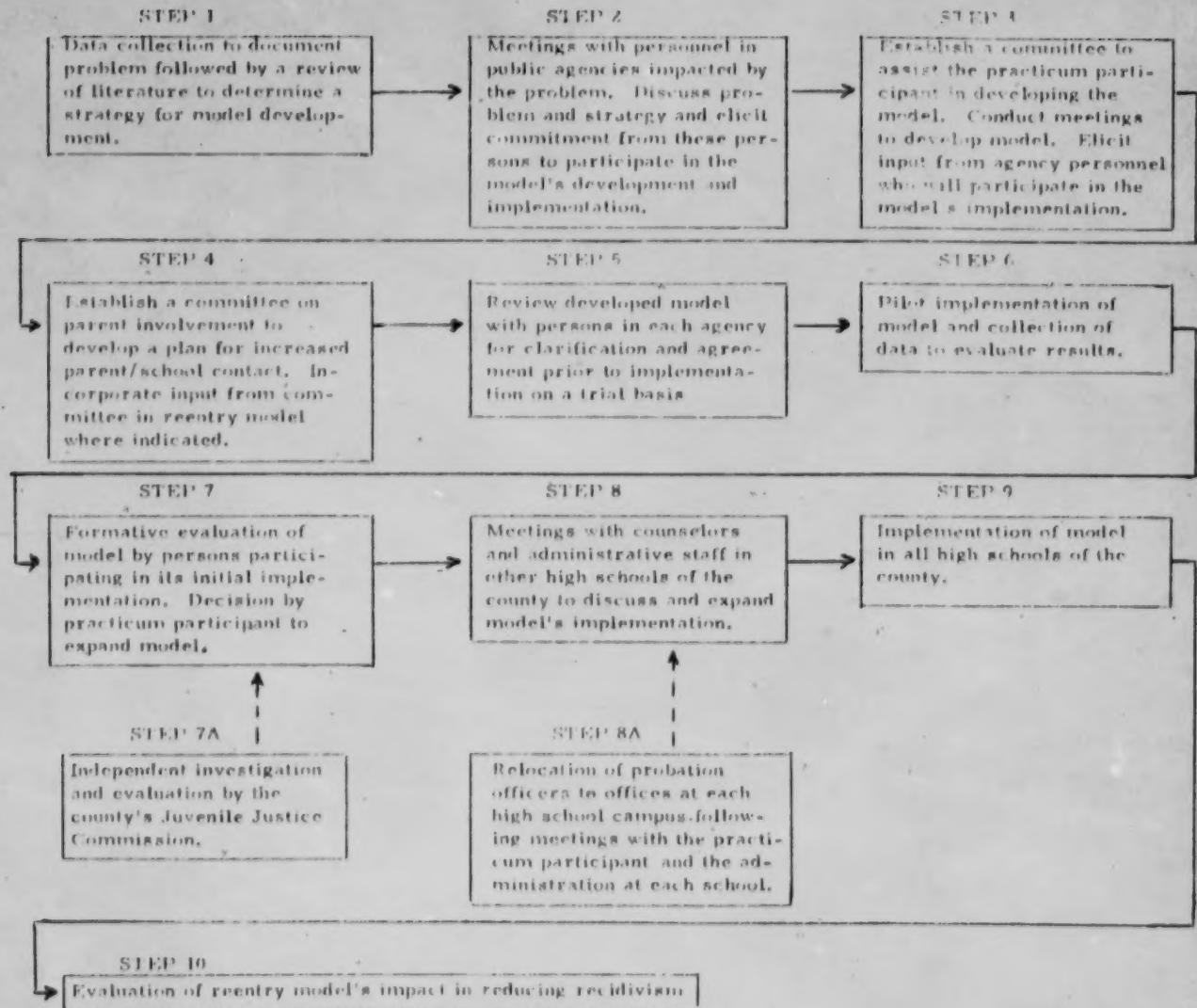
Determination was made by the practicum participant to expand the model, following the outcome of its formative evaluation in November, 1976. Participants in the formative evaluation included the practicum participant, liaison teacher, high school counselors, and probation department personnel. The effectiveness of procedures implemented through

the model, and their early impact on students formed the bases of this assessment and decision to expand the model.

The practicum participant coordinated and conducted meetings with the principals and counselors in the other high schools of the county during December 1976. The liaison teacher participated in each of these meetings. Implementation of the model in all high schools of the county occurred in January 1977, with expansion timed to coordinate with the semester break in January. All students returned to public school from January through June 1977 reentered under procedures established by the Re-Entry Model. Data were collected on the rates of adjustment and recidivism for basis of comparison with baseline year information. An overview of the principle steps involved from the model's developmental through its dissemination phases is illustrated by a schematic diagram in Figure 3.

FIGURE 3

Schematic Diagram of Re-Entry Model From Development Through Expanded Implementation



Establishment of Offices at High School Campuses by the Probation Department

Offices of parole officers were relocated at each high school campus by the probation department in January 1977 to facilitate increased contact with students. This action transpired in relationship to the model's expansion and followed meetings in November and December 1976, respectively with the practicum participant and the principal at each high school to discuss and coordinate the change. (Note: Formerly the offices of parole officers were located adjacent to the commitment facility and juvenile court where contact with students in public school was diminished.)

Regular and frequent contacts with students were scheduled by parole officers subsequent to their relocation. These contacts were in addition to those made by the liaison teacher in conjunction with her implementation of Re-Entry Model transition and follow-up procedures.

Task Force Committee on Parent Involvement

An eight member committee comprised of two teachers, two parents, two day treatment program counselors, the Supervisor of the Day Care Program, and the practicum participant was established by the practicum participant at a meeting of parents and probation and school staffs in late February 1976. Charged with the responsibility to investigate and develop a plan that would result in planned regular contact among parents and school, the committee met weekly on three consecutive Thursday afternoons to complete their task. Meetings were held on March 18, 25, and April 1, 1976 respectively. Actions considered by the committee

each week were channeled by the practicum participant to all school personnel in their weekly staff meetings for consideration in the development of model procedures. A principle concern of the committee was to ensure that meetings among these two groups were meaningful to all participating individuals.

Five recommendations were proposed by the committee in their plan to increase contact between parents and school, of which one was incorporated in the reentry model's transition procedures. It specified that "the separation planning meeting, represented in a family's final Family Evaluation Conference, should include at least one representative from the school to help in facilitating a student's transition back to public school." Other recommendations adopted by the school and probation department and implemented in the commitment facility program provided that:

1. In the Family Evaluation Conference where the treatment plan for each student is finalized, representatives from the school should be included to present and discuss the education plan for each student and thereby keep the parent(s) informed.

2. Parents should be requested to participate in joint planning meetings among school and probation department personnel, scheduled to review the educational and treatment progress of each student, and, to update plans.

3. Family School Nights should be held on two evenings during each semester, where the only topic is school. These meetings should include time for pre-arranged parent-teacher conferences, as well as time for parents to tour the school.

4. The school should develop and disseminate to parents and students a handbook which describes the school program.

Illustration of the implementation of these recommendations are cited in Appendix H: Educational Planning and Review Procedure, and in Appendix I: "Loma Alta Parent-Student Handbook." Additionally, a summative report prepared by the Juvenile Justice Commission through its committee on Re-Entry/Alternatives to Juvenile Hall is identified in Appendix F. Based upon an independent investigation, the report includes the commission's findings in this and other areas related to earlier commission recommendations enumerated in its 1973 report on the program at Children's Treatment Center.

5. RESULTS OBTAINED

Overview of Practicum Outcomes

Adaptation of the Liaison Teacher Program by the practicum participant proved to be an effective strategy in the development and implementation of the Re-Entry Model in Marin County to reduce recidivism among students.

Comparative data were employed by the practicum participant to examine the outcomes of the model in relationship to stated objectives. This assessment technique in conjunction with interviews and an independent investigation and evaluation made by the Marin County Juvenile Justice Commission through its committee on Re-Entry/Alternatives to Juvenile Hall were the basis for summative evaluation of the model's effectiveness.

Developed by the practicum participant with the assistance of school personnel at the commitment facility and the input and participation of high school counselors, parents, and probation department personnel, the re-entry model established transition and follow-up procedures designed to assist students returning to public school.

The model was initially implemented for a trial period at San Rafael High School from June 1976 through January 1977. During this time period data were collected by the practicum participant on the model's effectiveness in significantly reducing the rate of recidivism. Formative evaluation of transition and follow-up procedures occurred in this same time period. Counselors, probation department personnel, and

the liaison teacher participated in this evaluative process. The model was expanded by the practicum participant and implemented in other high schools of the county in January 1977. From January through June 1977 all students returned to public school reentered under procedures implemented through the Re-Entry Model.

Outcomes Pertaining to Model Development

The initial process objective stated:

A reentry model intended to reduce recidivism through transition and follow-up procedures managed by a teacher, designated as the liaison between the commitment facility and the public school to work with probation staff and counselors in helping students adjust after return to public school, will be developed between March and May 1976 by the practicum participant and his staff with the cooperation of personnel from the public school and probation department.

Ample evidence that this objective was achieved in the manner stated is documented both in procedures which described the model's development and in the succeeding discussion which delineates the results obtained from the model's implementation. The model was developed within the specified period of time: its transition and follow-up procedures were managed effectively by the commitment facility's liaison teacher. Specific activities conducted in the model's development were consistent with the strategy that was devised.

Outcomes Pertaining to Model Implementation

Attainment of the practicum's second objective calling for pilot implementation of the Re-Entry Model at a target school from June 1976 to January 1977 with subsequent evaluations by the practicum participant and Juvenile Justice Commission is recorded in the following discussion. Additional documentation indicating accomplishment of this objective is found in procedures described in the previous chapter. The model was implemented at the target school from June 1976 to January 1977, with summative evaluations by the practicum participant and the Juvenile Justice Commission.

The Title I teacher at the commitment facility was designated as the liaison between the facility and the public school, with responsibilities for implementation of transition and follow-up procedures. Transition procedures included: (1) evaluation of each students performance several weeks prior to enrollment at public school; (2) review of each students progress with school personnel at the facility, with the development of recommendations commensurate with the continuing educational needs of students upon return to public school; (3) coordination and participation in a meeting with parents and agency personnel of the probation department to discuss student progress and recommendations prior to a students return to public school; (4) coordination and participation in a meeting with the high school counselor, parent(s), student, and probation officer to enroll the student, develop an education program, and coordinate the schedule

of follow-up activities; and, (5) meeting with public school teachers when necessary to determine initial instructional emphasis(es) and course requirements.

Follow-up procedures emphasized planned regular contact between the liaison teacher, counselor, and student to monitor student adjustment. These contacts involved weekly meetings in the first month; bi-monthly meetings during the second month, and one meeting in the third month. Additional contacts were initiated at the request of any individual working with a student, or, by a student. Previously, no coordination was provided to assist students returning to public school. Communication between the commitment facility and the high school did not exist. Similarly, no communication was evident between parents and school personnel at the facility in relationship to a student's return to public school. Students were released from the commitment facility under authority of the probation department without consideration of their academic performance or behavior in school, and, without any participation or advance warning to school personnel at either the commitment facility or high school.

Counselors reported that the transition and follow-up procedures managed by the liaison teacher were definite improvements to the former practice. The coordination provided by the liaison teacher was perceived by the counselors to be most beneficial in designing student programs and monitoring student adjustment. For the first time counselors had information from the commitment facility school which identified a student's

educational program and progress at the time of enrollment. The impact of changes introduced through the Re-Entry Model were evidenced in the significant reduction in the rate of recidivism and the corresponding increase in adjustment among students returned to public school during the model's pilot implementation. In Table 1, data that were collected during this period, are identified and presented along with data collected during the 1973-1974 baseline year of inquiry.

TABLE 1
IMPACT OF THE RE-ENTRY MODEL
IN REDUCING THE RATE OF RECIDIVISM AMONG STUDENTS

Data for Period of Model Pilot Implementation June 1976 Through January 31, 1977					Data 1973-1974		Comparison (Col.7-Col.5)
Total Number Students Returned	No. * SS* Adjusting	No. SS Returned	%SS Adjusted	%SS Returned	%SS Adjusted	%SS Returned	% Reduction in Recidivism Rate
13	9	4	69.2	30.8	41.9	58.1	27.3
Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col. 7	Col. 8

* No. defines Students

** SS defines Students or Subjects

*** Returned defines Rate of Recidivism

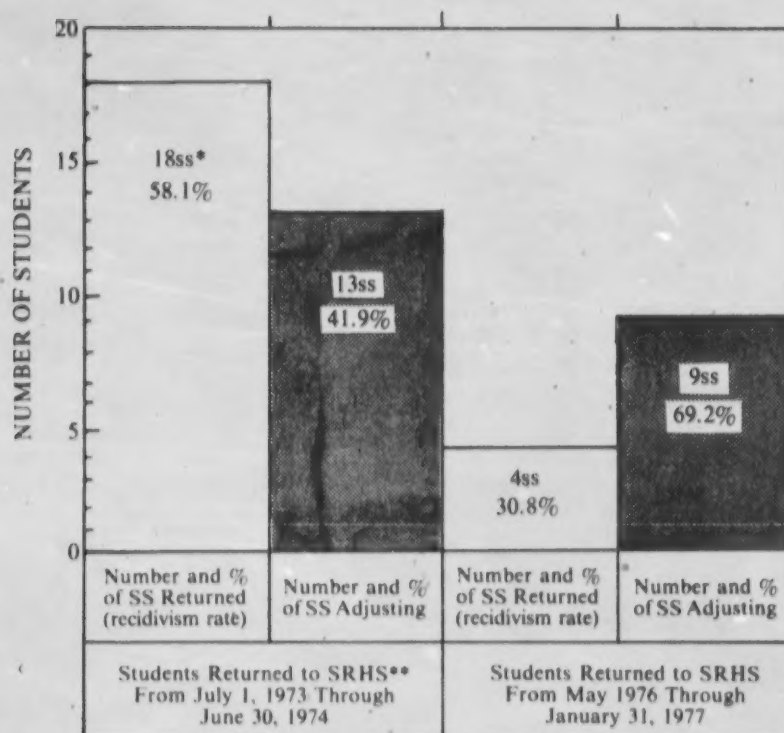
An objective of the practicum was to reduce the rate of recidivism/school dropout from the 1973-74 level of fifty-eight (58) percent to thirty (30) percent at the target school: San Rafael High School. Analysis of the data showed that the rate of recidivism was reduced to 30.8 percent during the period of the model's pilot implementation. The practicum participant came within one percentage point of achieving the objective. Further analysis showed that the actual 27.3 percent reduction in the rate of recidivism represented a greater than fifty (50) percent overall reduction, when compared with 1973-1974 data. Figure 4 on the succeeding page represents a graphic illustration of these comparative results.

Data collected on students returned to the other high schools in the county in the same time period (June 1976 to January 1977) without benefit of Re-Entry Model procedures showed a rate of recidivism that was nearly fifty-six percent: (55.6) percent. Ten (10) of the eighteen (18) students in this control group failed to adjust upon return to public school. These figures represent a significant contrast when compared to the 30.8 percent rate of recidivism for students returned to the target school, San Rafael High School, in the same time period.

An independent investigation and evaluation conducted by the Juvenile Justice Commission supported the initial findings of the practicum participant in regard to the Re-Entry Model's effectiveness in significantly reducing the rate of recidivism/school dropout. Determination was made by the commission that concerns registered in its 1973 evaluative report

FIGURE 4

COMPARATIVE PROFILE SHOWING DIFFERENCES IN
THE RATE OF RECIDIVISM AND ADJUSTMENT BEFORE
AND AFTER MODEL IMPLEMENTATION.



KEY: SS* denotes students or subjects
SRHS** denotes San Rafael High School

RECIDIVISM	ADJUSTMENT
------------	------------

on the commitment facility had been met. Ample evidence of mutual cooperation and planning between probation and school staffs at the commitment facility and public school counselors, enabling students to make a successful transition back to public school, was observed in all areas studied. In reporting its findings the commission concluded: "While very few of the students have completed the program, their transition back to the regular school has been successful." Respectively, Appendices F and G cite the complete text of the report and the minutes of the February 1977 commission meeting when it was unanimously adopted.

Outcomes Pertaining to Countywide Implementation of the Model

Dissemination of the Re-Entry Model to the other high schools of the county with implementation at each school following from January through June 1977 were actions stipulated in the practicum's final process objective. Accomplishment of these steps/actions were crucial in achieving the practicum's terminal performance objective. The latter objective required a comparative analysis of pre-post data to determine if the model was successful in reducing recidivism from fifty-one (51) to twenty-five (25) percent after its countywide implementation in all high schools. Results obtained from countywide implementation of the model are identified in the following discussion.

From January through June 1977 all students returned to public school from the commitment facility entered under procedures implemented through the Re-Entry Model. All high schools in the county participated in

the model's expanded implementation. Table 2 identifies the data that were collected during this period of time and includes data that were previously reported in Table 1 for students returned to public school during the model's pilot implementation at San Rafael High School from June 1976 to January 1977. Data are not reported in Table 2 for students returned to high school other than San Rafael High School during the latter time period. A comparison of the rates of recidivism and adjustment between all students returned to public school in 1976-77 under Re-Entry Model procedures and students returned to public school in the 1973-1974 baseline year of inquiry is illustrated in Table 2. On a countywide basis eighty-two (82) percent of the students returned to public school under procedures implemented through the Re-Entry Model adjusted; the remaining eighteen (18) percent were reflected in the rate of recidivism. Comparison of these data with data collected from 1973-1974 showed the objective had been reached. Recidivism was reduced by thirty-two (32) percent. This figure represented a greater than fifty (50) percent reduction when contrasted with 1973-1974 baseline year data. A corresponding increase in the rate of adjustment resulted as recidivism declined.

In conjunction with the attainment of the practicum's terminal performance objective, high school counselors reported that the support provided to students by the liaison teacher, through meetings/contacts established in the model's follow-up procedure, contributed to a reduction in the incidence of truancy among students returned to public school from the

TABLE 2

COMPARATIVE DATA INDICATING THE RATES OF RECIDIVISM AND
ADJUSTMENT AMONG STUDENTS, BY HIGH SCHOOL, BEFORE AND
AFTER IMPLEMENTATION OF THE RE-ENTRY MODEL

High School Name	Data 1976-1977 School Year					Data 1973-1974		Comparison >or<*** in % SS Adjustment
	Col. 1	Col. 2	Col. 3	Col. 4	Col. 5	Col. 6	Col. 7	
	Total Number SS* Returned	No. SS Adjusted	No. SS Returned	% SS Adjusted	% SS Truant/ Recid.	% SS Adjusted	% SS Truant/ Recid.	
San Rafael	27	19	8	70.4	29.6	41.9	58.1	28.5 >
Redwood	3	3	0	100.0	00.0	66.7	33.3	33.3 >
Drake	9	8	1	88.9	11.1	55.6	44.4	33.3 >
Novato	10	8	2	80.0	20.0	30.0	70.0	50.0 >
Terra Linda	11	9	2	81.8	18.2	42.9	57.1	38.9 >
Tamalpais	7	5	2	71.4	28.6	62.5	37.5	8.9 >
	67	52	15	82.08	17.92	49.93	50.07	32.15 >
	Total Number SS in Population	Total No. SS Adjusted	Total No. SS Returned	Average % Adjustmt	Average % Truant/ Recid.	Average % Adjustmt	Average % Truant/ Recid.	Total % increase in county-wide adjustment (Col.4-Col.6)

* SS Refers to Students or Subjects

** Recid. refers to Rate of Recidivism

*** >or< increase or decrease

commitment facility. Contact established and maintained with students by probation officers was also perceived as a contribution factor to this side effect outcome.

Probation department records were reviewed with probation officers for students who failed to adjust to public school during 1976-1977. Additionally, the practicum participant conducted interviews with these students in an effort to determine the cause(s) for their failure. In nine (9) of the fifteen (15) cases reviewed, it was established that students had prior histories of extensive and serious delinquent behaviors in the community that were unrelated to school, and, that these individuals had reinstituted those behaviors despite efforts from the liaison teacher and high school counselors to help them succeed in school. Their attendance pattern in school showed frequent unexcused absences in the initial weeks of school followed by no attendance by the sixth week after return to public school. In the other cases reviewed, students indicated that the peer pressure exerted by their friends had had a greater influence upon their actions than did the influence of the liaison teacher or other school officials.

Side Effect Outcome: Relocation of Probation Department Offices

Implementation of the Re-Entry Model resulted in the relocation of probation officers by the probation department from offices that were centralized and away from students to offices established at each high school campus in the county. This side-effect outcome produced increased visibility and contact among probation officers and students, as reported

by probation officers six months after the relocation of their offices. Establishment of field offices occurred in January 1977 in conjunction with the model's expansion and following meetings with the administration of each high school to facilitate this action.

The introduction of probation officers to high school campuses undoubtedly contributed to the success of the Re-Entry Model through increased contact with students returned to high school from the commitment facility. Determination of the specific impact this variable had on the overall increase in the adjustment rate among students is difficult to assess. It is known, however, that probation officers did establish regular and frequent contact with students in addition to those contacts established by the liaison teacher.

Comparison of the results obtained during the model's initial implementation with results obtained subsequent to model expansion may reflect the impact of this action. Probation officers were not located at high school campuses during the model's pilot implementation. Table 1 showed that recidivism was reduced by 27.3 percent between June 1976 and January 1977 as compared to a 32.15 percent reduction in this rate from January through June 1977, as shown in Table 2 after the establishment of offices for parole officers at high school campuses.

Outcomes Pertaining to: Increased Parent/School Contact

Included in the Re-Entry Model's strategy was a plan whereby increased contact among parents and school would result from the estab-

lishment of planned regular meetings focused on a student's transition back to public school. A task force on parent involvement was established by the practicum participant at a meeting involving parents and probation and school staffs convened in late February 1976. The eight member committee, comprised of two teachers, two parents, two day treatment program counselors, the Supervisor of the Day Treatment Program, and the practicum participant, met on several occasions with the result that a plan was developed for regular parent/school contact. The plan expanded upon parent involvement in the reentry transitional process by including parents in ongoing meetings involving school and probation department personnel where their children's performance, progress, and status at the commitment facility program were discussed. Additionally, a booklet was published by the school and disseminated to parents to provide them with basic information about the school program. Illustrated in Appendices H and I are outcomes derived from task force activities. Procedures implemented in the Re-Entry Model also illustrate provisions for parent involvement/contact with the school. Lastly, findings made by the Juvenile Justice Commission in respect to the preceding actions/outcomes are cited on page four of a report cited in Appendix F.

6. SUMMARY AND CONCLUSIONS

The high incidence of recidivism to correctional institutions among students returned to public school from these institutions was documented through a search of the literature. Evidence which corroborated this finding was identified in data that were collected by the practicum participant for students returned to public school from the commitment facility in Marin County, California. Further recognition of this problem was confirmed in a report by the Marin County Juvenile Justice Commission (1973), "Evaluation of the Program at Children's Treatment Center."

The practicum participant effectively adapted the Liaison Teacher Program identified in a review of related literature, as a strategy for development of a reentry model to assist students in adjusting to public school upon release from the county's commitment facility. Development of the model occurred between March and May 1976, with school personnel at the commitment facility assisting the practicum participant. Input and participation from personnel in public agencies impacted by the problem were elicited in the model's development and implementation.

A series of transition and follow-up procedures were enacted through the model to facilitate and monitor student adjustment to public school. The Title I teacher at the commitment facility school was identified as the liaison between the public school and commitment facility, with responsibility for implementation of reentry model procedures.

The model was successfully implemented for a six month trial period at San Rafael High School upon approval of the school's administration. From June 1976 through January 1977 data were collected to evaluate the model's effectiveness in significantly reducing the rate of recidivism among students returned to the selected high school. Initial results showed a significant reduction in the rate of recidivism offset by a comparable increase in the incidence of adjustment, when data were contrasted with data for the 1973-1974 baseline year of inquiry. Recidivism was reduced from fifty-eight (58) to thirty-one (31) percent during the initial period of model implementation. The twenty-seven (27) percent reduction in recidivism represented a greater than fifty (50) percent overall reduction, when compared with 1973-1974 data.

Students returned to other high schools in the county during the model's pilot implementation period were identified as a control group for basis of comparison. These students were returned to public school under existing probation department procedure and were not subject to procedures instituted through the Re-Entry Model. Ten (10) of the eighteen (18) students in this group failed to adjust: a fifty-six (56) percent rate of failure. This figure was contrasted to the thirty-one (31) percent rate of recidivism resulting from implementation of the Re-Entry Model in the same time period.

Expansion of the Re-Entry Model to the other high schools of the county occurred in January 1977, following summative evaluation of the model by the practicum participant. All students returned to public school between January and June 1977 reentered under procedures instituted through the model. Data were collected on the rates of recidivism and adjustment and contrasted to data that were collated for the 1976-1974 baseline year of inquiry. Results showed that countywide a significant reduction in the rate of recidivism with a comparable increase in the rate of adjustment were effected through implementation of the model. Recidivism was reduced by thirty-two (32) percent with adjustment increased by the same percent.

An independent investigation and evaluation of practicum efforts was conducted by a committee of the Marin County Juvenile Justice Commission, functioning as external evaluators. The committee conducted interviews, meetings, and observations from April through December 1976, evaluating practicum efforts in relationship to commission recommendations advanced in its 1973 report. Summarily, the commission determined that the concerns registered in its earlier report had been resolved.

Based upon a comparison of Re-Entry Model procedures with former practices; a comparison of data, and, based upon the findings reported by the Juvenile Justice Commission, the practicum participant concluded that the Re-Entry Model was effective in reducing recidivism, and, in facilitating student adjustment to public school after release from the commitment facility. It was also concluded that the involvement and commitment of

personnel from each public agency impacted by the problem were critical factors in the model's ultimate success. An exemplary illustration of the degree of involvement and commitment is cited in the probation department's relocation of the offices of its probation officers to each high school in the county in an effort to facilitate additional contact with returning students. This side effect outcome was not anticipated in the initial design of the practicum. However, its occurrence was perceived by the practicum participant to have had a positive effect on the model's overall results.

In conjunction with development of the Re-Entry Model meetings were established among parents and school personnel at the commitment facility. These meetings were built into the ongoing operation of school and treatment programs at the commitment facility: they centered on the educational programs, progress, and transition of students back to the regular public school. Incorporation of these meetings into the ongoing operation of the program increased the frequency of parent/school contact, as well as the number of parents having contact with the school. All parents participated in meetings involving their children.

Summarily, the Re-Entry Model achieved outcomes consistent with the practicum's objectives. Most significantly recidivism was reduced on a countywide basis from 50.7 to 17.92 percent under procedures implemented through the Re-Entry Model. This result represented a 32.15 decrease in the rate of recidivism, and, a comparable increase in the rate

of adjustment among these students. Based upon these results the practicum participant concluded that the practicum was a success.

7. DISSEMINATION: FURTHER APPLICATION OF THE MODEL

Dissemination of the Re-Entry Model to each high school district in Marin County occurred between December 1976 and January 1977, following formative evaluation of the model. Meetings were conducted by the practicum participant with administrative and counseling staffs at each high school which resulted in the model's implementation in all high schools of the county for the duration of the practicum: January through June 1977.

Further dissemination of this project to the Executive Board of the Juvenile Court School Administrators' Council is planned. The council is a statewide organization whose members provide administrative leadership in education programs comparable to the commitment facility school program in Marin County. Interest in the practicum is projected, since a topic of conversation at each of five recent semi-annual statewide meetings attended by the practicum participant focused on the problem of recidivism. Consideration is expected by the council pertaining to the further application of the model in other juvenile court schools throughout the state.

APPENDIX A
ORGANIZATION AND FUNCTIONS OF THE
JUVENILE JUSTICE COMMISSION

ORGANIZATION AND FUNCTIONS OF THE JUVENILE JUSTICE COMMISSION

The Juvenile Justice Commission is a public body created by authority of the Juvenile Court Law. The statutory provisions for the Commission's organization and functions are the subject of this memorandum, together with a brief description of the statutory jurisdictions and authority of the Juvenile Court Judge and of the Probation Department and of their functions under the Juvenile Court Law. This memorandum has been prepared at the request of the Commission. Copies have been furnished to the Commissioners, to Judge Wilson and to Mr. Brewer, the Chief Probation Officer. The Commission also asked that a draft of by-laws be prepared. For reasons stated below, it is suggested that the purpose of this request may be accomplished by the adoption of some rules and regulations, a draft of which is included in this memorandum.

ORGANIZATION OF THE COMMISSION

Section 525 of the Juvenile Court Law provides that in each County there shall be a Juvenile Justice Commission of not less than seven not more than fifteen citizens. Its members are appointed by the Presiding Judge of the Superior Court with the concurrence of the Judge of the Juvenile Court for four year terms. In case of vacancy, the Presiding Judge, with the concurrence of the Judge of the Juvenile

Court, appoints a successor to fill the unexpired term of his predecessor.

Section 528 provides that the Commission shall elect its Chairman and Vice-Chairman annually. In Marin, the date for this annual election (and election of the Secretary) is the regular meeting in September.

Section 535.5 provides that the Board of Supervisors may provide for a Delinquency Prevention Commission. Under this authorization a Delinquency Prevention Commission has been established and is operating in Marin County. The law permits the Juvenile Justice and Delinquency Prevention Commissions to be combined into one Commission. This has been done in some counties, but not in Marin.

The Juvenile Justice Commission being a public body, its sessions are open to the public, subject to the power to go into Executive Session where appropriate. The Judge, the Referee, the Chief Probation Officer and other members of the Probation Department, customarily attend Commission meetings. The Commission has appointed one of its members as its Secretary, keeping it minutes and other records of Commission proceedings and action.

The members of the Commission serve without pay. No provisions are made in the County budgets for the Commission, but if an appropriation should be desired, the Commission may apply for

it to the County Board of Supervisors. Section 531 provides that Commission members shall be reimbursed for their actual and necessary expenses in the performance of their duties.

From time to time, meetings of the Youth Authority (and of other concerned agencies) take place at which State or area-wide conferences are held. On such occasions, the Chairman and other members of the Commission usually attend the meetings. Their expenses have been in part defrayed out of the budget for the Probation Department. The Department also provides secretarial work, stationery and postage as required for Commission proceedings.

The Commission has established the third Tuesday of each month as its regular meeting day, at four o'clock p.m., usually in the Civic Center, Court floor of the Court building. Special meetings are occasionally held.

Up to the present time, the Commission has not adopted by-laws. Its regular practice has been, for the Chairman or Secretary to give written notice of each meeting, accompanied by an agenda for the meeting prepared by the Chairman.

FUNCTIONS OF THE COMMISSION

Section 529 of the Juvenile Court Law provides that it is the Commission's duty to inquire into the administration of the Juvenile Court Law in the County. For this purpose, the Commission shall

have access to all publicly administered institutions situated in the County which are authorized, or whose use is authorized, by the Juvenile Court Law. Section 529 directs that the Commission shall inspect such institutions no less frequently than once a year. Such institutions include the Juvenile Hall and the Pre-Placement Unit. Another provision of Section 529 directs the Commission to annually inspect any jail or lockup within the County which was used for confinement of more than twenty-four hours of any minor under eighteen, and to report the results of such inspection, together with its recommendations based thereon, in writing, to the Juvenile Court and to the Youth Authority.

Section 529 also provides that the Commission may hold hearings and that the Judge of the Juvenile Court shall have the power to issue subpoenas, requiring attendance and testimony of witnesses and production of papers at hearings of the Commission.

Section 530 provides that the Commission may recommend to any person charged with the administration of any of the provisions of the Juvenile Court Law, such changes as it has concluded, after investigation, will be beneficial, and that the Commission may publicize its recommendations.

It will be seen from the foregoing that the Commission has a broad responsibility to inquire into the administration of the Juvenile

Court Law, to make inspections, and to hold hearings and make and publish recommendations for changes when it decides they will be beneficial. In order to discharge this responsibility, the Commission needs to be informed concerning the administration of the Juvenile Court Law in the County. For this purpose, the Commission must know what the law provides for and must ascertain how it is being carried out.

This memorandum mentions only a few of the provisions of the law. The statutes are found in the part of the Welfare and Institutions Code known as the Juvenile Court Law, Sections 500 to 945 inclusive of the Welfare and Institutions Code; see also Sections 100 to 1258, institutions for delinquents, and Sections 1300 to 1308, Interstate Compact on Juveniles.

Neither does this memorandum purport to state in detail the ways in which the law is being administered in Marin County. Such methods are the policies and practices of the Court and the Probation Department in the conduct of their own work and in their relations with many other agencies, including the District Attorney, the Public Defender, the Sheriff's Juvenile Department, the Juvenile Officers in the Police Department of the municipalities in the County, the school authorities, the Department of Social Services, the Public Medical Agencies, and the many privately run agencies (such as the

Juvenile Court Auxiliary, foster homes, receiving homes, clinics, treatment centers and school camps, etc.) which are used as "resources." The California Youth Authority, and the several State institutions for juvenile delinquents (Perkins, Stockton, Preston, etc.) also come within the Scope of what a Commissioner needs to know about in inquiring into the administration of the Juvenile Court Law. State correctional policies change, and as they change affect the administration of the law in the County. For example, the current State policy favoring "at home" (i.e. local) treatment, rather than commitment to distant institutions affects County practices. County policy and practice may involve changes such as adoption of a "diversionary" policy putting emphasis on informal procedures so far as possible.

The annual budget of the Probation Department is determined by the County Board of Supervisors. The proposed budget is prepared by the Chief Probation Officer and is accompanied by a "letter of Justification" from him to the Board of Supervisors. He customarily presents the letter and proposed budget to the Juvenile Justice Commission in advance of the Supervisors' budget hearing. This year the Supervisors' budget hearing is scheduled for June 15, the Commission is to meet June 8 to hear from the Chief Probation Officer about it, and copies of his letter of justification are to be furnished to the Commissioners by June 5. Often one or more Commission

members attend the Supervisors' budget hearing and express the views of the Commission.

THE JUVENILE COURT

The Juvenile Court consists of the Judge of the Juvenile Court, who is chosen by the Judges of the Superior Court from among their members, and the Referees, who are appointed by the Judge of the Juvenile Court. Judge Wilson is the Judge of the Juvenile Court and Mr. Blaine is the active Referee. The writer of this memorandum is also a Referee, but now acts as such infrequently. Mr. Blaine hears the greater part of Juvenile Court cases. As Referee, he exercises all the authority of a Judge of the Juvenile Court except (1) he cannot remove a child from its parents without the approval of the Judge, and (2) his decisions may be reviewed by the Judge.

A Traffic Hearing Officer to hear cases involving the violation of the Vehicle Code by a minor is authorized by Section 561. Mr. Paul Zensius has been appointed, and is acting as Traffic Hearing Officer.

The jurisdiction of the Juvenile Court is created by Sections 600, 601 and 602 of the Juvenile Court Law, all dealing with minors. Section 600 is the so-called "dependent children" section. It authorizes the Judge of the Juvenile Court to adjudge a minor to be a Dependent Child of the Court who

(a) Needs care or control and has no parent or guardian, or none willing to exercise or capable of exercising such care or control, or actually exercising such care or control, or

(b) Is destitute or not provided with the necessities of life or a home or suitable place of abode, or

(c) Is physically dangerous to the public because of a mental or physical deficiency, disorder or abnormality, or

(d) Whose home is an unfit place for him by reason of neglect, cruelty, depravity, or physical abuse of either of his parents, or of his guardian or other person in whose custody or care he is.

Section 601 gives the Juvenile Court jurisdiction over minors who persistently or habitually refuse to obey the reasonable and proper orders or directions of their parents, guardian, custodian or school authorities, or who are beyond the control of such person, or are habitual truants from school or from any cause are in danger of leading an idle, dissolute, lewd or immoral life.

Section 602 gives the Juvenile Court jurisdiction over minors who violate any California or federal law or any city or county ordinance defining crime (felony or misdemeanor) or who, after being found to be a person described in Section 601, fail to obey any lawful order of the Juvenile Court.

The Juvenile Court exercises its jurisdiction under these sections in three ways:

(1) In hearing and deciding an application by a Probation Officer for the detention of a minor, before hearing on the merits of his case.

(2) In hearing and deciding jurisdictional questions, whether the minor comes within the Court's jurisdiction under Section 600, 601 or 602.

(3) In hearing and deciding dispositional questions, that is, what program or plan shall be provided for the minor who has been adjudged to be within the Court's jurisdiction.

Dispositional orders cover a wide range of programs, from a mere dismissal to a commitment to the Youth Authority.

In all such proceedings a Deputy Probation Officer files the petition, and files a report and recommendation for the dispositional order. In contested jurisdictional hearings under Sections 601 and 602 a Deputy District Attorney usually presents the case in support of the petition, and usually there is an attorney for the minor, often a Deputy Public Defender, who opposes it. In contests under Section 600, County Counsel often represents the minor, and other counsel represent the other parties.

At all stages of the hearings the minor is entitled to counsel,

but may waive his right to counsel if his waiver is an "intelligent waiver". Under rulings of the United States Supreme Court, a minor is entitled at the detention and jurisdictional hearings under Sections 601 and 602 to substantially the same safeguards as an adult accused of crime, except that a jury may not be had in Juvenile Court.

Informal proceedings do not invoke the Court's jurisdiction. In such proceedings a program may be adopted by agreement between the minor's parent or guardian and the Probation Department which, if it succeeds, results into judicial or statistical record of misbehavior. Informal proceedings may be had at the instance of Police Officers or the Probation Department.

By direction of the law, all proceedings in the Juvenile Court are confidential; i. e. only the Judge or Referee and clerk, the Probation Officer, the minor, his parents or guardian, and counsel are present, but with the permission of the Judge other persons may attend. Section 503 declares that a Juvenile Court proceedings is not deemed a criminal proceedings. Section 506 provides that dependent minors (Section 600) shall not be placed in the same place as minors adjudicated under Sections 601 or 602. Section 508 prohibits minors under 18 who are in custody or prison being placed in contact with adult offenders.

The purpose of the Juvenile Court Law is stated in Section 502:

"To secure for each minor under the jurisdiction of the Juvenile Court such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental and physical welfare of the minor and the best interest of the State; to preserve and strengthen the minor's family ties wherever possible, remove him from the custody of his parents only when his welfare or safety and protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care and discipline as nearly as possible equivalent to that which should have been given by his parents. This chapter shall be liberally construed to carry out these purposes."

This policy governs the Court and the Probation Officer in the performance of their functions. It leaves a broad discretion in the development selection, and use of resources, as well as in the choice of the provisions to be made in dispositional orders.

THE PROBATION DEPARTMENT

Deputy Probation Officers are professionals who bring to their work training and (as they gain it) experience in this field of social work. The County Probation Officer has in his charge, the employ-

bation Department are ancillary to and in aid of the Court's function and in these respects the Probation Department serves as an arm of the Court. The Department has no independent or other authority to change or vary from the Court's order, but may, as noted above, arrange informal programs, without Court participation.

The detail design and implementation of program and policy by developing and putting into effect approved programs is a function of the Chief Probation Officer. This is necessarily so as a practical matter since neither the Judge nor the Commission has the time or facilities to carry out this function.

PROPOSED RULES AND REGULATIONS

Many of the directions normally contained in by-laws of lay bodies are stated in the statutes respecting the Commission. They prescribe how Commissioners are appointed, their terms of office, and the authority and duties of the Commission. They direct the election and term of office of the Chairman and Vice-Chairman. To include such provisions in regulations or by-laws would be unnecessary and might create confusion if the statutes (which are controlling) should be amended. It would be appropriate for the Commission to adopt regulations governing its procedures where there is no statutory provisions for them. For this purpose, the Commission has adopted the practice of holding monthly meetings the Third Tuesday

of each month. It is suggested that this regulation might be expanded as follows:

"1. MEETINGS. The Commission shall meet regularly once a month on the Third Tuesday of each month, at four o'clock p.m., in the Civic Center (Court Floor), or such other public meeting place as the Chairman shall select. The Commission shall also meet at such other times and places as the Chairman, or the Commission in meeting, or a majority of the Commissioners, shall from time to time determine.

"2. NOTICE OF MEETINGS. The Secretary shall give written notice by mail of all meetings of the Commission at least five days before the day of the meeting; provided that in case of emergency the time for such notice may be shortened to two days by consent of the Chairman and at least six other members of the Commission. An agenda for each meeting prepared by the Chairman may be included with the notice.

"3. WORK SHOPS, INSPECTIONS, CONFERENCES. Study conference and workshops of the Commission, and inspections of institutions, shall take place from time to time, and with such other persons, as the Commission shall from time to time direct. Such conferences, workshops and inspections are not Commission meetings, and no formal Commission actions or decision shall be taken

or made at them."

Perhaps other procedural regulations may be found useful in the course of the Commission's work.

COMMENT

The foregoing is intended to be factual. Comment on the many problems in which this field of service is involved is intentionally omitted. There is a great deal of literature in this field and there are diverse opinions concerning many of its aspects. The writer suggests the Commission members who are unfamiliar with the publications listed below would find them informative and useful:

1. OFFICIAL PUBLICATIONS

"Juvenile Delinquency and Youth Crime," a Task Force Report of the President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office 1967.

"Marijuana", the official report of the National Commission on Marijuana and Drug Abuse, 1972, available in paperback.

2. CRITICAL STUDIES

"Children in Trouble: A National Scandal", by Howard James, Staff correspondent of the Christian Science Monitor, the Christian Science Publishing Society, 1969 (124 pp).

3. The Chief Probation Officer's Letter of Justification and Proposed Budget provides detail information concerning the ongoing activities of the Probation Department.
4. "California Laws Relating to Youthful Offenders". You may inquire for this from the Probation Department.

Respectfully submitted,

JAMES D. ADAMS

DATED: June 1, 1972

APPENDIX B
EVALUATION OF THE PROGRAM AT
CHILDREN'S TREATMENT CENTER

JUVENILE JUSTICE COMMISSION

February 28, 1973

Marin County Board of Supervisors
Civic Center - Administration Building
San Rafael, California 94903

Gentlemen:

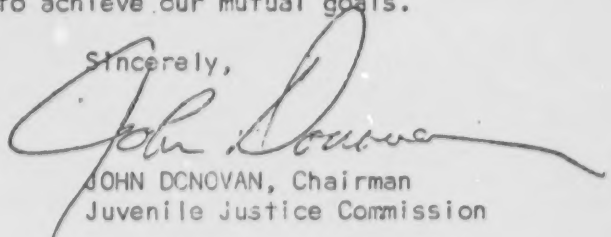
Enclosed is Part I of the Report of the Children's Treatment Center Evaluation Committee of the Juvenile Justice Commission.

We would like to acknowledge the excellent cooperation and response to our many requests for information and meetings from the Probation Department, the County Schools Office, and parents and students in the Children's Treatment Center Program.

We respectfully request a workshop session with you to review our recommendations and conclusions, as well as procedure for Part II.

We look forward to working with you to achieve our mutual goals.

Sincerely,



JOHN DONOVAN, Chairman
Juvenile Justice Commission

JD:eh

EVALUATION OF THE PROGRAM
AT CHILDREN'S TREATMENT CENTER

PART 1

JUVENILE JUSTICE COMMISSION
MARCH 1, 1973

TABLE OF CONTENTS

	Acknowledgments
1	Introduction
2	Letter on Procedure
2-5	Task Force Objectives and Commission Comments
5	Conclusions for Part 1
5	Outline for Part 11 (March 1 to June 1, 1973)
6	Education Report
8	Parent and Student Questionnaire
9	Summary of Parents' Response
10	Summary of Students' Response
11	Summary of Staff Response
12	Children's Treatment Center Residential Staff
12	Legal Analysis, Part 1
17	Financial Report

ACKNOWLEDGMENTS

The Juvenile Justice Commission commends the Director, Mr. Ronald Baylo, and the staff of the Children's Treatment Center, and Mr. Nyal Worsham, Principal, and the school staff for their dedication to their difficult job of helping troubled children and families; for their honest and open recognition of their shortcomings, as well as their strengths; and for their earnestly expressed wish and willingness to improve their services.

Many other agencies and schools, both public and private, have been unable to help the families now in the Children's Treatment Center Program. The fact that these parents and children now feel a measure of hope is a plus for the program which the Commission wishes to emphasize.

We are especially indebted to John Brewer, County Probation Officer; to James Soetaert, Chief Deputy Probation Officer; and to Evelyn Hansen, secretary to Mr. Brewer, for their help in the publication of this report.

MARIN COUNTY
JUVENILE JUSTICE COMMISSION
EVALUATION OF THE PROGRAM AT THE CHILDREN'S TREATMENT CENTER

PART I

The following is Part I of a continuing open-end report by the Juvenile Justice Commission on treatment programs and facilities available in Marin County for Wards of the Juvenile Court. The Commission designated the following persons to comprise the Evaluation Committee for Part I:

Members of the Commission

Jody Anne Becker

Wyanne Bunyan

John Donovan

Members of the Community

Marilyn Bolinger

Parnel Finn

Barbara Schugt

Dieter Schugt

All or parts of the Committee met together, or with various persons, approximately 20 times between November 15 and February 26, 1973, in order to complete this interim inspection and report.

These meetings included interviews with students, parents, counselors, staff, teachers, administrators, and separate research and observation into legal, educational aspects and costs.

Although, even at this early date, the Committee is able to make certain recommendations, Part II of the report, scheduled for June 1, 1973, will include more in-depth information on areas covered herein, as well as information on personnel and areas of program not included at this time.

After two meetings of the whole Committee to set objectives and procedures, the following letter was sent to Mr. Baylo. One result was a meeting of the Committee with Messrs. Brewer, Soetaert, Baylo and Worsham to personally inform them of the purpose of the Committee and have them inform their staffs.

Mr. Ron Baylo
Residential and Day Care Center
Probation Department
Civic Center
San Rafael, Ca. 94903

November 21, 1973

Dear Ron:

The Juvenile Justice Commission has authorized a sub-committee, consisting of myself, Jody Becker, Wyanne Bunyan, from the commission, with Marilyn Bolinger, Parnel Finn and Mr. and Mrs. H. D. Schugt, members at large, to evaluate the residential and day care program.

We would like to meet with you and Mr. Brewer, if possible, at my house at 7:30 PM on December 14, 1972 to discuss our evaluation base and procedure, as well as ask questions and request certain statistics.

Attached are statements of objectives for the program as indicated in the Task Force Report. Each objective is accompanied by specific page reference in the report. The method we will use will be to interview staff and administration of the program -- parents and students to be interviewed on a voluntary basis. In addition, we will also interview the Juvenile Court Judge and Referees, along with Nyal Worsham and his staff in the school program. We will also request various statistics as related to general objective #7 and residential objective #5.

If you have any questions or concerns related to our evaluation base or method, please contact me. My home address is: 11 Corte Almaden, San Rafael - Phone #: 472-2191.

Sincerely,

JOHN DONOVAN
Chairman
Juvenile Justice Commission

cc: J. Becker, M. Bolinger, J. Brewer, W. Bunyan,
P. Finn and Mr. and Mrs. H. D. Schugt

MARIN COUNTY TREATMENT CENTER

General objectives as defined in Task Force Report on Pre-Placement:

1. Day Care program provides a bridge between intensive treatment and total reunion with the community through lengthening the time in the program and working intensively with parents. pg 5, Task Force Report.

Committee Comment: More procedures for reunion with community are needed, especially the regular school. Refer education report recommendations 1,3,4,6.

2. The program will accommodate the majority of delinquent children in the community with the exception of seriously disturbed or very aggressive youngsters who cannot be contained in the existing physical plant. pg 5, Task Force Report.

Committee Comment: Unable to determine this claim at this time.

3. Emphasis of the entire program is working with the child and his family while the child remains in the home. pg 5, Task Force Report.

Committee Comment: Family night seems to be the dominant method used with children and families. Refer report on parent-children questionnaires.

4. The number of institutional placements will be reduced. #2, pg 6, Task Force Report.

Committee Comment: This is happening.

5. Services of probation, mental health and special education will be better coordinated. #3, pg 6, Task Force Report.

Committee Comment: Interviews with staff, and probation administration would indicate that despite various efforts on the part of the Probation Department, the level of services has not increased.

6. Better link between vocational and occupational training in school and practical experience. #4, pg 6, Task Force Report.

Committee Comment: Same as No. 5.

7. Parental reimbursement can be provided at a rate higher than the \$5.00 per day detention ceiling. #5, pg 6, Task Force Report.

Committee Comment: Insufficient Information.

8. Multiple placement will be reduced through family treatment orientation. #6, pg 6, Task Force Report.

Committee Comment: There is some evidence to support this claim, but further study is needed.

9. Increased use of paraprofessionals. #8, pg 6, Task Force Report.

Committee Comment: Children's Treatment Center Director has recommended use of paraprofessionals on the night shift. Staff has recommended the use of paraprofessionals to supplement staff.

Objectives for the Residential Component:

1. Use social-interaction programming; casework counseling; guided group interaction and Family Night as methods of family treatment. pg 7, Task Force Report.

Committee Comment: Family Night appears to be the only method generally used. "Guided Group Interaction" has not been defined and its existence and definition have been questioned even by a staff member.

2. Be compatible with the Day Care component to allow children to move from one component to the other. pg 7, Task Force Report.

Committee Comment: This is happening.

3. Only children with severe psychological or physical problems will be restricted from this component. pg 7, Task Force Report.

Committee Comment: This appears to be true.

4. Education program will meet the individual needs of each child. pg 7, Task Force Report.

Committee Comment: No, according to Children's Treatment Center staff, parents and student response to questionnaires and interviews. Teachers are attempting individualization, but are not satisfied. Refer education report.

5. The majority of children will be re-integrated with the Day Care component or the community within a six month period. pg 8, Task Force Report.

Committee Comment: Too early to tell.

6. Consultations and volunteer services will be expanded. pg 8, Task Force Report.

Committee Comment: Insufficient information, but it appears that the volunteer services have not been expanded. All volunteer agencies are reporting a lack of volunteers. We recommend that no staffing program be dependent upon volunteer services. Volunteers should be used in a supplemental capacity only.

Objectives for the Day Care Component:

1. Twenty Children can be handled adequately. pg 8, Task Force Report.

Committee Comment: Currently handling over 20 children without serious additional problems.

2. Day Care will provide a positive school experience for the Educationally Handicapped Child. pg 9, Task Force Report.

Committee Comment: Students are attending school. Refer education report and parent-student questionnaire results.

3. Focus will be on maintaining the child in the family. pg 9, Task Force Report.

Committee Comment: This is true.

4. Help in the development of a child's social skills. pg 9, Task Force Report.

Committee Comment: Staff is trying and succeeding to a certain extent in this area.

5. Provide effective crisis intervention. pg 9, Task Force Report.

Committee Comment: Mixed reactions by parents and students.

Conclusions for Part I

1. The Department has devised an excellent method for identifying the youngster most likely to benefit from this program.
2. The Department is in the midst of an ongoing changeover from the Pre-Placement Program to the stated objectives.
3. A great deal of staff time has been devoted to the preparation of reports ordered by the Board of Supervisors.
4. Parents are grateful for the existence of the program.
5. Level of staffing should not be reduced. On the contrary, the skills in treatment should be increased and supplemented by professionals from other agencies and disciplines on a consultant and/or working basis; i.e., it is possible that "Family Night" could be made more effective if conducted by professional group leaders.
6. Because everyone involved agrees with the Committee that more in-service training is needed, and the Committee believes that more professional skills in counseling should be available, the Committee recommends that an outside study be conducted by professionals in counseling and therapy. Such a study should be limited to this phase of the program. It has been suggested that the psychiatric or counseling faculty of the University of California could be asked to assign the present structure of the Children's Treatment Center Program and alternative methods and structure as a special project for M.D. interns and residents in graduate studies in psychiatry and family service. This suggestion will be explored by the Commission.
7. The Committee recommends the use of one paraprofessional at night on an experimental basis.
8. The Committee recommends that administration and staff review and refine their goals and objectives.

The Committee has outlined the following work to be done between March 1 and June 1, 1973:

1. Interview Judge Wilson and Referee Blaine.
2. Interview Dr. Robert Taylor and Dr. Anne Robertson

3. Committee members have agreed to observe entire eight-hour shifts at the Children's Treatment Center.
4. Interview the Training Officer of the Probation Department.
5. Explore the educational program and alternatives in depth.
6. Continue inquiries into pending cases on due process, right to education, right to treatment.
7. Consider some of the legal aspects of present or possible situations which may now or possibly will conflict with State law, such as:
 - a. Can 600's, 601's and 602's be mixed? If so, under what circumstances, as this is not permitted in Probation Department facilities? (The exception is noted in the legal notes in the Part I report.)
 - b. Can delinquency prevention methods, as described in 1904 (Welfare and Institutions Code) be substituted in part or in whole for Wards of the Court certified as 601 and 602, and presently placed in Juvenile Hall or Children's Treatment Center?
 - c. Must treatment facilities be administered by or through the Probation Department?

As a standing Committee of the Juvenile Justice Commission, the Children's Treatment Center Evaluation Committee will, after June 1, 1973, consider such areas as comparison of treatment centers and programs, and such questions as: If the State mental hospitals are phased out by 1982, as projected by Governor Reagan, what impact will this have on Marin County as far as juveniles are concerned?

EDUCATION REPORT - PART I

All youngsters in both the Residential and Day Care Programs attend the school on the grounds of Juvenile Hall. The school is operated by the Marin County Schools Office under the County Board of Education. The staff consists of one principal, one secretary and four teachers.

The goals of the school are to:

1. Improve the attitude of the student toward school, parents, society.
2. Improve his self-image. One of the Committee members cited studies that question the assumption that all or most troubled children have low self-esteem. Staff might wish to explore this.
3. Review and provide basic educational skills.
4. Increase, by individual instruction, the academic potential of each student.

Social studies, language arts, arts and crafts, math and science are the subjects offered.

Social Studies: World History/Geography, United States History, American Government, Sociology

Language Arts: English, Literature, Reading

Mathematics: General Math, Algebra I

Science: General Science, Physical Science, Biology

Arts and Crafts: Drawing, Pottery, Weaving, Silk Screen, Painting, Mechanical Drawing

Physical Education: Recreation

The school staff considers itself part of the Children's Treatment Center. Three of the four teachers are new to the program as of September. Two teachers have taught at San Quentin and one at Juvenile Hall.

The student population is about 42, with the greatest influx coming in September. These students are youngsters who have mentally and/or physically dropped out of school for one or more years; have a history of difficulty in school, and are hostile to authority. It is expected that their self-esteem is low. (See Goal No. 2)

The staff appears to be sincerely interested in helping their severely educationally handicapped students through efforts toward individualized instruction, while concurrently trying to build up student self-confidence.

The Committee makes the following recommendations for the school program at this time:

1. Staff upgraded to include all, or at least part, teacher-counselors involving more home contact with the family.
2. Methods of communication be established to permit school staff and Children's Treatment Center staff to increase the focus on students' problems and sharing in treatment plans.
3. Because of the present limitations of the curriculum, more use of other community schools and services should be explored, even if this means a more flexible school day.
4. School staff should occasionally be included in Family Night and other treatment activities as may be appropriate.
5. Both indoor and outdoor recreation facilities should be improved. Service clubs and other charitable groups might be persuaded to donate a swimming pool, for example.
6. The school and Children's Treatment Center staff are urged to provide more closely supervised transition back to the regular school program and complete the transition with appropriate follow-up procedure.

7. In-service training should be devised to deal with student problems in school and in the treatment program in a consistent manner.
8. The school should go through a Western Association of Schools and Colleges accreditation study.

The following letter and questionnaire were sent to all parents and students in both Residential and Day Care. Answers were received from eleven parents and nine students. While this represents only twenty-four and one-half percent response, interviews at two Family Nights bore out that this sample was representative of the total parent group. The same evidence and percentage response held true of the student sample.

As you know, the CTC is funded by you and all other Marin County taxpayers by order of the Board of Supervisors.

In order to aid the board in making its decision as to whether to continue the CTC in its present form, the Juvenile Justice Commission of Marin County is conducting a study of the CTC.

We feel that the opinions of you and your child are a significant part of this study and seek your voluntary participation in two ways.

We hope you will respond to the attached questionnaire. If your answers require more space, please use the back or add as many sheets as you wish. If you have other questions and comments, please include them. You need not sign your answers unless you wish to do so. A self-addressed stamped envelope is enclosed for your convenience.

In addition to the survey, members of the Juvenile Justice Commission will be available at the next two family nights, February 7th and February 14th, for you to personally confer with if you would like to expand on your answers to the survey or would simply like to rap.

Sincerely,

JOHN DONOVAN, Chairman
Juvenile Justice Commission

QUESTIONNAIRE

1. What do you think this program is for?
2. What do you think this program is doing for your family?
3. Why is your child in the program?
4. What are alternatives to this program?
5. Are you satisfied with this program?
6. In what manner have you received the greatest help?
7. Are you satisfied with the educational program?
8. Are you participating in a "family treatment contract"?
9. Have you ever been contacted by counselors or have you always initiated the contact with counselors?

10. There are four family counseling methods in the program. They are:

- | | |
|------------------------|-----------------------------|
| 1. Social Interaction | 3. Guided Group Interaction |
| 2. Casework Counseling | 4. Family Night |

In which of these programs are you participating?

11. If your child has been in the residential program and is now in day care, has your child had any adjustment problems moving from the residential to day care program?
12. When in need, did you get help?
Was the help timely and appropriate?
13. What suggestions do you have for improving the program?

Please return completed questionnaire to:

John Donovan
11 Corte Almaden
San Rafael 94903

Summary of Parents' Answers

1. WHAT DO YOU THINK THIS PROGRAM IS FOR? To get the child back home. Re-habilitation. Change attitude. Sater environment. Half-way house. Help children and families adjust to each other.
2. WHAT DO YOU THINK THIS PROGRAM IS DOING FOR YOUR FAMILY? Bringing family back together. Aiding in resolution of mutual problems.
3. WHY IS YOUR CHILD IN THE PROGRAM? Beyond parental control, truancy, run-away, variety of anti-social conduct.
4. WHAT ARE ALTERNATIVES TO THIS PROGRAM? Disaster, no alternatives, Juvenile Hall, CYA institution.
5. ARE YOU SATISFIED WITH THIS PROGRAM? Most parents say "yes." Some say this is the best hope they have had so far. About one-third have tried other programs.
6. IN WHAT MANNER HAVE YOU RECEIVED THE GREATEST HELP? Counseling and Family Therapy. Probation Officer. Reassurance of child's safety and regular attendance at school.
7. ARE YOU SATISFIED WITH THE EDUCATIONAL PROGRAM? No (6); Yes (5); Not enough challenge.
8. ARE YOU PARTICIPATING IN A "FAMILY TREATMENT CONTRACT"? Yes (6); No (5)
9. HAVE YOU EVER BEEN CONTACTED BY COUNSELORS OR HAVE YOU ALWAYS INITIATED THE CONTACT WITH COUNSELORS? Parent initiated (5); Counselor initiated (5); Both (1).

10. THERE ARE FOUR FAMILY COUNSELING METHODS IN THE PROGRAM. THEY ARE:
1. SOCIAL INTERACTION (1) 3. GUIDED GROUP INTERACTION (1)
2. CASEWORK COUNSELING (5) 4. FAMILY NIGHT (5)

NONE (1)

11. IF YOU CHILD HAS BEEN IN THE RESIDENTIAL PROGRAM AND IS NOW IN DAY CARE, HAS YOUR CHILD HAD ANY ADJUSTMENT PROBLEMS MOVING FROM THE RESIDENTIAL TO DAY CARE PROGRAM? No (4); Yes (3); No response (4).
12. WHEN IN NEED, DID YOU GET HELP? Yes.
WAS THE HELP TIMELY AND APPROPRIATE? Yes.
13. WHAT SUGGESTIONS DO YOU HAVE FOR IMPROVING THE PROGRAM? More and better family counseling. Better schooling. Better communication. "Program off to a good start - keep it going." (All).

Summary of Students' Questionnaires

1. WHAT DO YOU THINK THIS PROGRAM IS FOR? Help me home. Halfway house. Improve parent-child relationship.
2. WHAT DO YOU THINK THIS PROGRAM IS DOING FOR YOUR FAMILY? Helping them (7); Not helping (2).
3. WHY IS YOUR CHILD IN THE PROGRAM? Burglary (2); Drunkenness (2); Beyond Control (all).
4. WHAT ARE ALTERNATIVES TO THIS PROGRAM? Juvenile Hall, home, none.
5. ARE YOU SATISFIED WITH THIS PROGRAM? Yes (4); No (3); Yes and No (2).
6. IN WHAT MANNER HAVE YOU RECEIVED THE GREATEST HELP? Counseling (8); None (1).
7. ARE YOU SATISFIED WITH THE EDUCATIONAL PROGRAM? No (5); Yes (5).
8. ARE YOU PARTICIPATING IN A "FAMILY TREATMENT CONTRACT"? No (5); Yes (2).
9. HAVE YOU EVER BEEN CONTACTED BY COUNSELORS OR HAVE YOU ALWAYS INITIATED THE CONTACT WITH COUNSELORS? Went to counselors (2); Counselors went to them (3).
10. THERE ARE FOUR FAMILY COUNSELING METHODS IN THE PROGRAM. THEY ARE:
1. SOCIAL INTERACTION; 2. CASEWORK COUNSELING; 3. GUIDED GROUP INTERACTION; 4. FAMILY NIGHT. IN WHICH OF THESE PROGRAMS ARE YOU PARTICIPATING? Family Night (8); Casework (2).
11. (No Responses)
12. WHEN IN NEED, DID YOU GET HELP? Yes (5). WAS THE HELP TIMELY AND APPROPRIATE? Usually (2).

13. WHAT SUGGESTIONS DO YOU HAVE FOR IMPROVING THE PROGRAM? Let us smoke. More things to do.

This is a staff questionnaire, and is very representative of the four staff written responses and responses at a group meeting with some of the staff and Committee.

1. WHAT DO YOU THINK THIS PROGRAM DOES FOR MOST KIDS? Helps a family understand who they are (their strong points and weak points), and what alternatives they have to problem solving.
2. ARE YOU SATISFIED WITH THE EDUCATIONAL ASPECTS OF THE PROGRAM? Absolutely not. I feel the educational staff is not as well trained or responsive to exploring its role as it should be.
3. WHAT IS YOUR FUNCTION IN CTC? I am a Group Counselor - and a leader at Family Night. I see my role as a "parental-professional" relationship.
4. DO YOU FEEL YOU HAVE ADEQUATE SUPPORT? EXPLAIN. Not really, I don't feel I receive adequate supervision: meaning support and critical feedback to my counseling techniques and casework.
5. IF MORE MONEY WERE AVAILABLE, HOW WOULD YOU LIKE TO SEE THE PROGRAM IMPROVED? (1) Training, Training, Training; (2) Paraprofessionals; (3) Appropriate arts and crafts materials; (4) Funds for the maintenance of our garden projects.
6. HOW DOES THE FAMILY TREATMENT CONTRACT USUALLY WORK? Gives families specific "handles" - specific tasks to attempt - simple enough in terms of success.
7. HOW DO YOU VIEW THE FOUR FAMILY COUNSELING PROGRAMS (AS NOTED IN THE ORIGINAL TASK FORCE): 1. SOCIAL INTERACTION: 2. CASEWORK COUNSELING: 3. GUIDED GROUP INTERACTION: 4. FAMILY NIGHT: Family: Good, but I need more training in this area.
8. WOULD YOU LIKE MORE TRAINING? IN WHAT AREA? Family counseling (Marin Family Therapy Center) Individual and group techniques.
9. DO YOU HAVE ANY SUGGESTIONS TO IMPROVE THE PROGRAM? Yes - paraprofessionals to be used in addition to full-time staffing - more adequate checks and balances in supervision.
10. THESE QUESTIONS ARE INTENDED ONLY AS A START FOR DISCUSSION - PLEASE ADD ANY FURTHER COMMENTS YOU WISH. My personal emphasis of priorities for changes and improvements in CTC - 1. Adequate educational program; 2. Improved supervision and program direction; 3. The addition of paraprofessionals in the program.

Subcommittee on Evaluation for the Juvenile Justice Commission

THE CHILDREN'S TREATMENT CENTER RESIDENTIAL STAFF

The staff is dedicated and highly interested in the work. The Committee observed and the staff enthusiastically agreed that more in-service training is needed. They agreed among themselves that Dr. Anne Robertson of Community Mental Health would be one of their best sources of training if more of her time could be obtained.

The Committee was disturbed by the lack of professional competence in group therapy, as demonstrated at the two Family Nights observed. Staff said, while it uses certain "therapy" methods, Family Night is not to be considered "group therapy."

Although not illegal, smoking is not permitted by students anywhere on Juvenile Hall grounds. This is a "bone of contention" that seems to occupy an inordinate amount of consideration. However, there is a great inconsistency in attitudes among both the staff and the parents. Some parents object strenuously to smoking. Others would give their permission. According to students, those who wish to, obtain cigarettes and smoke when and where they can.

Students are disturbed by Counselors smoking in front of them. Committee recommends that Counselors follow pattern of school teachers and use faculty room for smoking. A problem seems to be lack of communication between administration and staff, staff and staff, and staff and teachers, resulting in inconsistent directions.

LEGAL ANALYSIS - PART I

This report is directed at answering three basic questions regarding a juvenile's "right to treatment" prior to and while under the custody and control of juvenile authorities.

Initially, we should attempt to define what "treatment" encompasses. Naturally, any activity directed at a juvenile under the control of the Probation Department can be labeled treatment. But this report shall be confined to activities related to the mental, physical health and well-being of juveniles.

Black's Law Dictionary defines "treatment" as: "A broad term covering all the steps taken to effect a cure of an injury or disease: the word including examination and diagnosis, as well as application of remedies."

With this in mind, here are the three questions:

1. Does the Children's Treatment Center have authority to administer to children who have not gone through the normal channels of the Probation Department; or, stated another way, can a parent admit a child to the Children's Treatment Center (or any other juvenile

facility for that matter) without first going through the Probation Department?

2. What forms of treatment are juvenile authorities required to offer to those under their jurisdiction and control to comply with existing law?
3. To what individual(s) or administrative body is the Probation Department responsible for its actions regarding the treatment of juveniles?

1. In simplest terms, the answer to this question is a resounding NO.

There are procedures whereby treatment and supervision can be maintained without the filing of a formal petition with the Juvenile Court under 654 of the Welfare and Institutions Code (WIC).

The Probation Department takes an integral part in this process, however. The section allows a Probation Officer, after determining that jurisdiction is available under one of the requisite sections (WIC 600-602), to withhold the filing of a petition and, with the consent of the parents, to undertake a supervisory program of no more than six months to straighten out whatever problem existed.

A 1970 addition to the Code allowed for the care and treatment of a minor under this section in a county mental health facility or similar institution where dangerous drug misuse or addiction was apparent.

There is no provision in the Code which would allow admittance into the juvenile system without first going through the Probation Office. Section 652 (WIC) requires a Probation Officer to investigate where he has reason to believe that there is a person within the County falling under the Juvenile Court's jurisdiction.

The Probation Officer must, as well, initiate an investigation upon application to him or her, by affidavit, to commence proceedings in the Juvenile Court where it is alleged some person comes within that jurisdiction.

There is no way of getting around this requirement. The Juvenile Hall is placed under the management and control of the Probation Officer by Section 852 Welfare and Institutions Code. Admittees must be processed through the juvenile system.

Furthermore, Section 880 WIC states that juvenile homes, ranches or camps can only be populated by Wards of the Court.

2. The concept of "right to treatment" for persons committed to correctional institutions has been undergoing a drastic change during the last five to ten years.

The first major case, Rouse v. Cameron, 373 F. 2d 451 (1966), a District of Columbia case, involved an adult who was involuntarily committed to a mental hospital in 1962 after he was found not guilty by reason of insanity on a misdemeanor count with a maximum imprisonment of one year. He later filed a writ of habeas corpus charging that he had a right to receive psychiatric treatment after such a commitment. (The main purpose of the writ of habeas corpus is to

test the legality of restraint on a person's liberty. Thus, confinement in a mental health facility, hospital receiving home, school for juveniles and the like constitute a restraint on personal liberty.) The Court in the Rouse case stated that the purpose of such confinement is to treat, not punish.

By not treating Rouse, the hospital became, in effect, a jail where he could be held indefinitely for no convicted offense.

The Court concluded that there was a statutory "right to treatment" under the 1964 Hospitalization of the Mentally Ill Act (D.C. Code 21-562) which entitled a person hospitalized for mental illness "to medical and psychiatric care and treatment."

While the Court mentioned that there were potential Constitutional issues presented such as due process, equal protection and cruel and unusual punishment, it was deciding the case on the clear legislative intent expressed by the Congress.

In 1967, two cases of major importance arose in the field of juvenile law extending rights theretofore unavailable to minors.

In In re Gault, 387 U.S. 1 (1967), the United States Supreme Court brought juvenile proceedings within the safeguards of the 14th Amendment due process clause, stating that "neither the 14th Amendment nor the Bill of Rights is for adults alone."

A recent California case, Richard M. v. Superior Court, 4 C3d 370 (1971), holds much the same.

The other significant case, Creek v. Stone, 379 F. 2d 106 (1967), involved a juvenile confined to a receiving home to await trial on a robbery charge. He filed a writ of habeas corpus claiming that his detention was unlawful in that facilities were not provided to administer to his psychiatric care.

The Court again viewed the Congressional intent, as expressed in the D.C. Code, to provide juveniles removed from home the custody and care as near equal to that which should have been given at home and concluded that this included mental as well as physical treatment. This right to receive adequate treatment was extended from the Rouse view under the doctrine of parens patriae.

Traditionally, the law took the view that since juvenile commitment was for the purpose of guidance and not punishment, certain constitutional commands could be disregarded, but only if the proper facilities were furnished. (Kautter v. Reid, 183 F. Supp. 352 (1960).) The Court in the Creek case touched on the Constitutional questions raised therein, but did not go so far as to decide those questions.

The Court merely held that habeas corpus is available not only to an applicant who claims entitlement to freedom of all constraints, but also to a juvenile protesting a certain type of confinement; namely, in a receiving home without psychiatric facilities that he claimed vitiated the justification for confinement.

The WIC contains much the same language and expresses the same legislative intent as the D.C. Code. Section 19 states the purpose of the Code as:

1. To "establish programs and services... designed to provide protection, support or care of children..."
2. "To insure that the rights or physical, mental or moral welfare of children are not violated or threatened..."

The "Juvenile Court Law" states as its purpose in 502:

"To secure for each minor under the jurisdiction of the Juvenile Court such care and guidance... as will serve the spiritual, emotional, mental and physical welfare of the minor..." It goes on to say "and, when the minor is removed from his own family, to secure for him... care... as nearly as possible equivalent to that which should have been given by his parents."

Thus, a strong if not conclusive argument can be made that any case brought in California under similar circumstances where the right to treatment is claimed by a juvenile will be decided in favor of that right. The trend is clearly for the extension of full due process guarantees to the juvenile area. The argument will be that due process requires that the government in its role as parens patriae must provide juveniles with treatment geared to his or her own particularized needs.

There exists another compelling reason for the maintenance and expansion of mental and physical health facilities for juveniles.

The Juvenile Court Judge has full discretion in directing orders concerning juveniles. Section 705 WIC allows the Judge, either before or during a hearing on the petition, to place a child in a psychopathic ward of a county hospital if it appears that the child is mentally ill or if the Court has doubt as to the mental health of the child. This is to observe and recommend for any future care or treatment such person may require.

Section 741 holds that after the petition is filed, the Judge may order the Probation Officer to have a psychiatrist, psychologist, or other clinical expert assist in determining the proper treatment and implementing same. There are a number of cases that hold the right to treatment absolute when a Juvenile Court orders such treatment.

In fact, the Juvenile Court must use full and imaginative means to fashion a decree that will meet the particular needs of each particular child, and this includes providing psychiatric care when necessary for the well-being of the child. In re Elmore, 383 F. 2d 125 (1967).

Section 778 Welfare and Institutions Code allows a parent or other interested person, including the child, to petition the Juvenile Court for a hearing to change, modify, or set aside any previous order of the Court.

Thus, if a petition is filed requesting psychiatric treatment and cause can be shown therefore, the Court should grant the petition and the juvenile authorities should be able to accommodate the order.

In Marin County, there are no psychiatrists, psychologists or physicians on the staff of the Probation Department's facilities. Nurses are provided in the Juvenile Hall during hours the children are awake. Emergencies are handled through a contract with the Kaiser Hospital. Normal hospital care is handled through Marin General.

The Short-Doyle Act allows for mental health funding whereby the State, by a predetermined formula, contributes toward maintaining mental health programs by the counties. The State pays as much as ninety percent of the cost under this Act. However, the Act excludes correctional facilities such as juvenile detention centers. The Probation Department can, nevertheless, avail itself of this program by calling on the Community Mental Health facility (which is funded by this Act) for consultation concerning juveniles under the custody and care of the Probation Department. Out-patients in need of mental or other health care are urged to use this facility. In-patient care tends to be more limited as far as treatment is concerned, but consultation is a normal practice in Marin County Juvenile Hall, according to the Probation Department.

3. 575 Welfare and Institutions Code provides that the Probation Officer will be nominated by the Juvenile Justice Commission and appointed by the Judge of the Juvenile Court. The Probation Officer then appoints his assistants, with the approval of the Juvenile Justice Commission and the Judge of the Juvenile Court.

Marin County is not affected by this, however, for 576 WIC states that Counties with a merit or civil service system may provide for their own methods of appointment through the Board of Supervisors, and this will control. Marin County Code Chapter 2.10.010 provides for the appointment of the Probation Officer by the Board, with the salary set by the Board.

576.5 WIC empowers the Board of Supervisors to delegate to the Welfare Department any part of the duties of the Probation Officer. The Board of Supervisors also controls funding of the Probation Department and juvenile facilities.

More important, as it concerns treatment, Section 577 WIC states that the Probation Officer may, within the monetary bounds set by the Board of Supervisors, employ such psychiatrists, psychologists, and other such professionals as required to determine the proper treatment of minors under the jurisdiction of the Juvenile Court and to carry out such treatment.

Thus, it would appear that in Marin County the entire juvenile structure is controlled by the Board of Supervisors, and the Probation Department is directly responsible to the Board for its actions. This means, as well, that any legal action brought under the concept of right to treatment could be directed to the Board of Supervisors, for they have the final say as to what programs will be funded, and facilities provided within the juvenile system in the County.

There have already been lawsuits brought under this exact situation.

In Contra Costa County, the Probation Officer was named defendant in a suit alleging inadequate treatment facilities. The Court record of the case, Dye v. Davis, can only be viewed with permission of the Judge of the Juvenile Court. The Probation Officer, Mr. Davis, and the County Council who handled the case, Mr. Wilenta, were both unwilling to discuss any of the aspects of the case or of how the County had decided to run its juvenile program. Mr. Mack, the Probation Officer of Yolo County, was unavailable when Ms. Panyan tried to reach him, but there is a suit pending in that County as well on this very topic. He can be reached at (916) 666-8211, and might provide some information as to Yolo County's juvenile case.

In order to avoid possible litigation in this area, the Commission recommends that facilities are maintained and expanded, where possible, to provide for the adequate treatment of the juveniles administered to by the Probation Department.

FINANCIAL REPORT

The Probation Department was unable to update the statement of expenditures associated with the Day Care and Residential Centers of the Children's Treatment Center. The last accounting available is dated December 31, 1972, and represents the only dollar amounts allocated to specific categories. The urgency of Fiscal Year 1973-74 Budget preparation make it impossible for any further analysis at this time.

Discussion was held with Mr. Kenneth Finn, Business Manager of the Probation Department, regarding certain cost allocations apparently not considered in the December 31, 1972, statement. We feel that not recognizing these costs distorts the true cost of the program and certainly should be allocated if the State takes these costs into consideration for reimbursement.

Following is a letter from Mr. Finn discussing in detail these areas, and suggesting an immediate remedy for this omission:

Mrs. John Finn III
19 Roosevelt Avenue
Mill Valley, California

February 27, 1973

Dear Mrs. Finn:

In addition to our recent telephone conversations, I would like to add the following comments relating to the Children's Treatment Center. At the present time, operating costs for various units within County operations are accounted for by more than one department. One of these units is the Children's Treatment Center.

The Probation Department prepares and administers an expenditure budget which covers daily requirements for the program. This includes Salaries, Services and Supplies and Equipment Purchases. The Auditor-Controller maintains records covering plant costs. Maintenance services are performed by and included in the budget of the Department of Public Works under County buildings. In addition to maintenance, the Department of Public Works' budget includes appropriations for various operating expenses; i.e., sanitary service, water, utilities, repairs and janitorial services.

The Auditor-Controller's account for Lucas Valley properties is all inclusive - the Hall, the Center, the former hospital, etc.

Under the Auditor's new cost allocation system, indirect costs will be possible for those units included in the system. At this point, the program will reflect Lucas Valley property under one account. The current plan

is based on Fiscal Year 1971-72. The FY 72-73 will be implemented sometime after the close of the year, June 30, 1973, to be finalized for presentation to the State no later than January 1, 1974.

An immediate request will be forwarded to the Auditor-Controller to break out the Children's Treatment Center under the cost allocation program to reflect operations for the current year 1972-73.

Very truly yours,

JOHN W. BREWER
County Probation Officer

KENNETH C. FINN
Business Manager

APPENDIX C
DAY CARE PROGRAM STEP SYSTEM

Step System Instituted in the Day Care Program

January 17, 1976

CHILDREN'S TREATMENT CENTER DAY CARE

I. STEP 1.

Assigned orientation advisor. Minimum of two weeks on this step. At end of two weeks, status in Program evaluated. To be eligible for Step 2, you need 50 points (67%) a week for two consecutive weeks.

A. RESPONSIBILITIES:

1. Acquaint self with program and follow Day Care rules.
2. Attend school and all meetings. Be on time.
3. Be with check-in counselor when not in class.
(On counselor's sight.)
4. Be neat and maintain clean personal appearance.
5. Interact with peers.
6. Perform daily chores satisfactorily.
7. Fulfill school expectations in academic performance and behavior.

II. STEP 2.

To be eligible for Step 3, you need 60 points (80%) a week for 4 out of any 5 week period while on Step 2.

A. RESPONSIBILITIES:

1. Same as Step 1.
2. Maintain 50 points a week in order to remain in step with privileges.
3. Have eligibility to become student government representatives and take on additional responsibilities.
4. Participate in all group meetings and activities.
5. Demonstrate increased consideration for others and signs of trustworthiness.
6. Find new ways of looking at resolving personal and family problems.
7. Discuss situations you put yourself in which could eventually lead to legal hassles in the community.

B. PRIVILEGES:

1. Can be off counselor's sight and only have to check-in during free time.
2. Can take group walk with counselor.
3. Can go out to lunch with staff members.
4. If student government representative can go out to lunch with staff on regular basis, if earned.
5. Can take field trips and other outings.

III. STEP 3.

To be eligible for Step 4 you need 70 points (93%) a week for four consecutive weeks while on Step 3.

A. RESPONSIBILITIES:

1. Same as Steps 1 and 2.
2. Maintain 60 points a week in order to remain on this step with its privileges.
3. Have possibility of being orientation advisor.
4. Be a Self Starter; i.e., organizing group activities, taking care of self.
5. Have active involvement in total program.
6. Hold weekly individual counseling session with your counselor - your responsibility to set this up.
7. Be eligible to become Mayor.
8. Work on resolving personal and family problems.
9. Place yourself less often in situations which lead to hassels in the community.

B. PRIVILEGES:

1. Same as Step 2.
2. Take lone walks (check in with counselor before leaving)
3. Be out of class for break--in commons or daycare room once school work has been completed.
4. Take extra craft material from art class and be able to work there alone without supervision.
5. Have free admission to special events in community.
6. Have time off from school--1 school day per month to be arranged with teachers and counselor (must make-up school work for day off prior to taking it.)

IV. STEP 4.

A. RESPONSIBILITIES:

1. Same as Steps 1 through 3.
2. Participate in task forces, student government, group activities, and as co-leaders in group meetings.
3. Function well in program, family and community.
4. Actively seek out staff and peers for feedback.

B. PRIVILEGES:

1. Same as Steps 2 and 3.
2. Progress in program will now be evaluated more subjectively by counseling staff.
3. Any additional privileges may be acquired through individual contracting with your counselor.

- V. You are eligible for a step change when designated number of points has been acquired and you are successfully meeting responsibilities of your current status. You can then go before your group to request change at specified group meeting. Step change is obtained by consensus of group. Prior to approval of step change, members of your group should consider the following factors:

1. Is member interacting well with peer group?
2. Is member active in program?
3. Does member participate in multifamily groups and other group meetings?
4. Is member constructively involved in community taking care of business (not bored, isolated, or into delinquent activities).
5. Are there legal hassels in the community?

For each progressively higher step more should be expected from person as far as satisfaction of all the above factors.

- VI. *A person is suspended in a step if he/she does not achieve required weekly point average for that particular step and/or is not following them with responsibilities of step. One week suspension period with loss of privileges for that week. While on suspension you are on check-in counselor's site. If at the end of suspended week person makes required point average, he/she earns back privileges of step. If during suspension person does not earn required point average, he/she will be returned to next lower step. Suspension may also require some agreements in

contract form, which you must complete as part of earning back your step.

VII. *If booked it will be decided in group meeting whether person is on suspension or undergoes a step change.

VIII. *Five areas for earning points are school and group meetings:
1. productivity and 2. behavior, 3. chores, 4. unit behavior and 5. unit attitude.

IX. A. BEHAVIOR: GUIDELINES FOR INTERPRETING POINTS

0. Breaking Daycare rules; i.e., vandalism, fighting; with failure to accept consequence in an appropriate fashion, failure to perform most responsibilities of step you are on.

1. Breaking Daycare rule but accepts consequence; i.e., kicked out of class but finishes assignments in designated area; having difficulties in performing some responsibilities of step, sabotaging, lying, horseplaying beyond limits, constantly teasing others.

2. Within boundaries of rules, and satisfactorily performing responsibilities of step.

3. Abides by rules and optimally performing responsibilities of step, volunteers for tasks, positive response to requests, initiative, persistent, trustworthy.

B. ATTITUDE:

0. Very negative to point of irritating others, tuning others out.

1. Uncooperative, constantly complaining, verbal abuse of others.

2. Fair attitude, somewhat self-absorbed.

3. Positive, concern for others, understanding, patient, respect rights of others, high frustration tolerance.

C. PRODUCTIVITY:

0. Off task, refusing to perform tasks.

1. Moderately off task, needs constant reminders to stay on task. Often distracted, assignment only partially completed.

2. On task, performing minimum required with limited reminders or distractions.

3. On task, performing at optimal level with no distractions.

CHILDREN'S TREATMENT CENTER
DAY CARE

Step-System for Families

Step I - Minimum Two Weeks

1. Attend Family Night every week. Be on time.
2. Be attentive in group and be willing to share what is happening in your family, i.e., your family history, how family members interact, etc. This is a time to look at and begin evaluating your present family situation.
3. Be available to deal with any special situations as they may arise.
4. Learn about the daily Day Care Program from your youngster and be supportive of her or his involvement - i.e., emotional support, as well as transportation, clothing, medical, etc.

Step II - Minimum Four Weeks

1. Same as Step I.
2. Show willingness to explore individual and family needs and to discuss these with other group members.
3. Show willingness to experiment with new ways of dealing with old problems, asking for assistance from other families as well as staff.
4. Follow through at home with any special contracts or agreements your family members make, and report the successes and failures to your group.
5. Support the efforts of each family member to explore and try out new behaviors and attitudes.

Step III - Minimum Four Weeks

1. Same as Steps I and II.
2. Be actively involved in group and take initiative to involve new group members.
3. Consistently deal with family issues in a productive manner.
4. Explore new areas of common enjoyment for all family members - maybe something no one in the family has every tried before.
5. Reaching out - sharing successes and contributing to problem-solving tasks with other families in your group.

Step IV

1. Continue Steps I - III.
2. Function well as a family unit.
3. Actively ask for and offer feedback in group.
4. Continue to explore new areas of growth for your family and its individual members.

5. Deal with separation from the program, if applicable:
 - a. "Finish business" with staff and group members.
 - b. Support your child's return to community, school, job involvement, etc.
 - c. Be aware of other resources in the community which will be available to you for special needs.
6. When you have completed Step IV, you may negotiate with staff to leave your family group and set up some other arrangement for on-going contact - for example, home visits.

APPENDIX D

POINT SYSTEM: STANDARD OF CLASSROOM
BEHAVIOR AT LOMA ALTA SCHOOL

Point System Developed for Use in Commitment Facility Programs

STANDARD OF CLASSROOM BEHAVIOR AT LOMA ALTA

The following are standards of acceptable classroom behavior, as developed by the staff with input from students.

The behaviors categorized by a 2 or 3 are all acceptable behaviors. The difference between a 2 or 3 is a matter of degree of quality from satisfactory to outstanding, and will be issued at the discretion of the teacher.

BEHAVIOR STANDARDS

B 2-3

1. Exceptional self-control.
2. Helped teacher (i.e. in a crisis situation).
3. Helped another student.
4. Displayed a positive leadership role.
5. Cooperates with teacher.
6. Courteous with everyone (allows other students to work).
7. On time (if late, student cannot earn above a 2)
8. Maintained self-control.
9. Displayed good sportsmanship.
10. Cleans up own mess.
11. Puts away own materials.
12. Safe with equipment and tools.

B 1 Unacceptable - Incident Report (IR) Discretionary - time out from class optional

1. Uncooperative with teacher.
2. Discourteous.
3. Name calling.
4. Cursing or "gross" language.
5. Hasseling or bothering.
6. Wasting materials or supplies.
7. Losing self-control.
8. Excessive talking.
9. Exceeding co-ed limitations.

B 0 IR Automatic - Removal automatic

1. Disruptive talking.
2. Threatening.
3. Violence.

4. Discourteous or disrespectful to teacher.
5. Damaging equipment or property.

NOTE: In the Residential program in order to move from one color to another, student must maintain a 2 in productivity and a 2 in behavior. Similar procedures are operative in the Day Care program's Step System.

PRODUCTIVITY STANDARDS

P-3 Outstanding

1. Helped another student (with Teacher's approval and at Teacher's request).
2. Helped Teacher at Teacher's request.
3. Completed and/or working on a challenging assignment.

P-2 Satisfactory

1. Started task promptly.
2. On task all period.
3. Completed task.
4. Asked for additional task.

P-1 Unacceptable - IR Optional - Time out from class optional.

1. Started task unreasonably late.
2. Worked on task only part of period.
3. Completed only part of task.

P-0 IR Automatic - Removal optional

1. Refuses to work on assigned task.
2. Deliberately messing up on own task.
3. Does nothing on task.

APPENDIX E

PRE-POST COMPARISON SCORES OF 24 STUDENTS
ADMINISTERED THE CTBS
BETWEEN JANUARY AND OCTOBER 1976

Pre-Post Comparison Scores of 24 Students
Administered the CTBS Between January and October 1976

Name	Grade	Dates		Reading			Math		
		Pre	Post	Pre	Post	Gain	Pre	Post	Gain
Student 1	11	1/76	10/76	10.4	12.9	2.5	6.8	7.5	.7
Student 2	10	1/76	7/76	6.8	9.3	2.5	5.1	7.2	2.1
Student 3	10	1/76	6/76	13.6	13.6	--	12.2	13.6	1.4
Student 4	10	1/76	10/76	5.7	8.2	2.5	2.0	2.8	.8
Student 5	11	1/76	6/76	11.2	12.6	1.4	8.5	10.0	1.5
Student 6	9	1/76	4/76	9.0	9.4	.4	6.7	6.9	.2
Student 7	10	1/76	10/76	7.0	10.5	3.5	10.0	10.0	---
Student 8	12	1/76	6/76	11.0	11.7	.7	6.5	7.5	1.0
Student 9	8	1/76	9/76	7.5	9.1	1.6	4.2	7.9	3.7
Student 10	9	3/76	10/76	5.9	7.6	1.7	8.3	8.3	---
Student 11	10	3/76	8/76	6.1	8.2	2.1	8.6	9.9	1.3
Student 12	11	3/76	10/76	8.5	10.5	2.0	3.0	5.1	2.1
Student 13	8	3/76	10/76	4.5	5.9	1.4	4.2	6.3	2.1
Student 14	8	3/76	10/76	4.9	6.9	2.0	1.7	---	---
Student 15	11	1/76	10/76	11.8	12.4	.6	9.5	10.6	1.1
Student 16	7	1/76	10/76	7.7	9.0	1.3	3.9	2.9	-1.0
Student 17	8	3/76	5/76	4.9	6.9	2.0	2.1	4.7	2.6
Student 18	11	1/76	10/76	12.9	12.9	---	---	---	---
Student 19	7	4/76	9/76	5.5	6.3	.8	5.6	4.0	-1.6
Student 20	10	2/76	10/76	7.7	10.7	3.0	7.4	10.4	3.0
Student 21	7	4/76	9/76	7.4	9.0	1.6	4.6	4.7	.1
Student 22	11	2/76	9/76	8.1	9.0	.9	9.0	8.4	-.6
Student 23	10	3/76	9/76	3.9	8.9	5.0	6.7	9.0	2.3
Student 24	9	3/76	9/76	9.3	9.9	.6	7.3	7.3	---

APPENDIX F

REPORT OF THE RE-ENTRY/ALTERNATIVES
TO THE JUVENILE HALL COMMITTEE

JUVENILE JUSTICE COMMISSION

REPORT OF THE RE-ENTRY/ALTERNATIVES
TO THE JUVENILE HALL COMMITTEE

Members of the Committee:

Yvonne Bush
John Donovan
Gladys Gilliland
Jay Gregg
Madeline Sloan

John Donovan, Chairman
January 15, 1977

JUVENILE JUSTICE COMMISSION

REPORT OF THE ALTERNATIVE PLACEMENT COMMITTEE OF THE JUVENILE JUSTICE COMMISSION

At its meeting of September 23, 1975, the Juvenile Justice Commission charged the following:

1. To follow up on the status of recommendations made in the 1973 Marin County Juvenile Justice Commission's report on the Children's Treatment Center staff.
 - a. Methods of communication should be established to permit school and Children's Treatment Center staff to increase the focus on student problems and share in the development of treatment plans.
 - b. School staff should occasionally be included in Family Night and other treatment activities as may be appropriate.
 - c. The school and the Children's Treatment Center staff are urged to provide a more closely supervised transition back to the regular school program, and complete the transition with the appropriate follow-up procedures.
 - d. The Commission also discerned the need for the Day Care staff and school staff to maintain an effective means of interaction that relates to the formation, implementation, interpretation, and follow-up of educational plans for the children in the Day Care and Treatment Center programs.
2. Review alternatives to Juvenile Hall.

The committee met in April, 1976 to discuss the charge and assign areas.

With regard to the first charge, John Donovan, Mogens Kristensen, and Ken Kammuller have been working with both the Children's Treatment Center and Loma Alta staffs to resolve the problem of the effective integration of the responsibilities and activities of the several offices and agencies involved with children within the Juvenile Justice system.

The three concerns identified in our September 1973 report address these same issues. Part of our review of the progress made toward the resolution of these issues was to look at the Joint Planning Model they developed. Their Joint Planning Model took the following form:

1. Student Intake Procedures

- a. Delineate responsibilities of each agency involved.
- b. Provide sufficient lead time and information to Loma Alta School to formulate an appropriate educational plan.
- c. Provide for transfer of student records to Loma Alta School from school of previous attendance.

2. Joint Planning Meetings

- a. Meetings will be held on a regular basis.
- b. Meetings will focus on the review of students in the program, the development of individual student educational programs, and the solving of mutual concerns.
- c. Meetings will involve Loma Alta staff in case conferences.

3. Development of Educational Plans

- a. A plan will be established for each student in relation to his educational needs, program goals, staff abilities and "community" expectations.
- b. Students' needs for treatment will be considered a part of the educational plan.
- c. A sequential and orderly process leading to student release from the program will be provided.

4. Criteria for Student Release

- a. Criteria will be developed jointly by Probation Department and Loma Alta School staffs.
- b. Criteria will include procedures for notification and conferring with public school official prior to actual student release.
- c. Criteria will be based on student's accomplishing the task and behavior outlined in the educational plan.

5. Student Follow-up

- a. Formulate a written plan, devised by the persons and/or agencies involved in a student's transition from Loma Alta School back to a community school, which defines and delineates the integrated roles and responsibilities of each agency. Provide for an agreed upon short and long term review of the student's progress in the public school.

The following responsibilities were undertaken by the committee members as indicated:

Madeline Sloan - Student Intake Procedures

1. Delineate responsibilities of each agency involved.
2. Provide sufficient lead time and information to Loma Alta School to formulate an appropriate educational plan.
3. Provide for transfer of student records to Loma Alta School from school of previous attendance.

Yvonne Bush - Joint Planning Meetings

1. Hold meetings on a regular basis.
2. Focus on the review of students in program, the development of individual student educational programs, and solving mutual concerns.
3. Involve Loma Alta staff in case conferences.

Jay Gregg - Development of Educational Plans

1. Establish a plan for each student in relation to his educational needs, program goals, staff abilities and "community" expectations.
2. Consider a student's need for treatment a part of the educational plan.
3. Provide a sequential and orderly process leading to student release from the program.

John Donovan - Criteria for Student Release

1. Develop criteria jointly through Probation Department and Loma Alta School staffs.
2. Include procedures for notification and conferring with public school official prior to actual student release.
3. Base criteria on student accomplishing the task and behaviors outlined in the educational plan.

Gladys Gilliland - Student Follow-up

1. Formulate a written plan, devised by the persons and/or agencies involved in a student's transition from Loma Alta School back to a community school, which defines and delineates the integrated roles and responsibilities of each agency. Provide for an agreed upon short and long term review of the student's progress in the public school.

From April 1975 through December 1976 the committee observed various programs and activities, interviewed probation officers, school staff, foster parents, and children and parents who were involved in the Day Care program.

Response to No. 1-a (Page 1) - Communication and Shared Development of Treatment Plans

The Probation Department maintains primary control over student intake. There has been a lengthening of the period in which notice of the student's arrival is given to the Loma Alta staff. The teachers have expressed satisfaction that they now receive the report a week in advance of the student's arrival. The school secretary has been very prompt in contacting the school of last attendance in obtaining the records and other school information on each new student.

Upon arrival at the Loma Alta School, a student is given a comprehensive test of basic skills (reading, language, math). Information obtained from this test, from the Treatment Center's psychologist, and from prior school records is considered in a joint meeting of the staff members of the Day Care program, residential staff, and the Loma Alta School staff. It is used in the development and treatment program to meet the individual student's needs. This type of program is developed for every student entering the program. Students who complete this program satisfactorily are considered to be "graduated."

Response to 1-b - Family Night

The Loma Alta School staff is very enthusiastic about their increased participation in family evaluation sessions, which are usually held after a child has been in the program for approximately thirty days. The staff and family are also involved in pre-release conferences, which set forth the basic criteria and conditions with the parents for the child's release from the program.

Conclusion: It has been very evident that open lines of communication exist between the Loma Alta and Day Care staffs. Both groups are working very hard to maintain a high quality educational and treatment program for the youth in their care.

Response to 1-c - Re-Entry

The multitude of factors involved in the student's making a successful transition back to the regular high school from the residential or Day Care program make re-entering a very complex problem. Two studies on the subject reveal that delinquent students who finish high school receive some support from either a structured environment or from interested people.* These students had problems with the acceptance of values, rules, and relationships with others.

Criteria for completion of the program is twofold. In one phase the student is required to progress through a four-step point system that involves increased responsibilities on the part of the child (to include satisfactory work in school).

The second phase involves the family in the same type of process. Ideally, the family progress would be congruent with the child's individual progress in the daily program.

Response to 1-d - Model for Students Completing the CTC Program

- 1) Day Care, Probation, and school staff meet to review the student's assignments in the total program.
- 2) The school staff would then make a recommendation as to appropriate placement in the regular school program.
- 3) A Title I teacher would coordinate meetings with the student, parent, and counseling staff of the receiving school to discuss the recommended plan and options. This teacher would maintain an on-going follow-up contact with the student and the school during the first semester to

*Elizabeth S. Novotny and Mario Burnstein, "Public Schools Adjustment of Delinquent Boys After Release From a Juvenile Corrective Institution." Journal of Youth and Adolescence, Vol. 3, No. 1. 1974. Pp. 49-60.

Mary Pat Pfeil, "It's Hard to Come Back," American Education, June, 1976, pp. 3 - 6.

aid the student's adjustment to the regular program. As a probation officer is involved, the transition teacher would work with him to provide the students with the necessary support during this time. This model is being tested at San Rafael High School and other schools throughout the county.

A check of twenty-four students who have left the CTC program between February and October of 1976 reveals that seven students were considered "graduated;" three of these are in public schools and doing fairly well with lots of supervision; two are out of school and working. Of the number of non-graduates, eleven are inactive (off probation), and no information is known of their whereabouts. Three non-graduates in public schools are currently failing, two others have been referred to continuation schools, and one has been returned to CTC.

Conclusion: While very few of the students have completed the program, their transition back to the regular school has been successful. In such a short time span we were only able to consider a few students. Ken Kammuller is continuing to study the problem of re-entry and the student's success over a much longer period of time. Supervising probation officers see a much better feeling among the school, personnel, Loma Alta staff, and the probation officers. The development of both an educational and treatment program has provided extensive information to assist the probation officers in working with the students to help them readjust. The impact of a new law that separates 601's from 600's will make cooperation by the police, school, and probation officers much more critical.

Summary

The committee feels that the commission concerns have been met. There is ample evidence of mutual cooperation between the Children's Treatment Center staff and the Loma Alta School's staff to identify a program both educational and behavioral which will enable the child to make a successful transition

back to the public school or into the working field--provided the child meets the obligations set forth in the treatment program.

During all the interviews, observations, and meetings, only three concerns arose:

1. The school program should be expanded to prepare students to take the High School Proficiency Test. This would complement the Career and Occupational program that has been instituted.
2. Means of improving student transportation to and from the Treatment Center should be studied. Students, in many cases, refuse to ride the bus.
3. The enforcement of a student non-smoking policy is a big waste of time and energy. The students should have a designated smoking area as permitted under current state statutes.

Alternatives to Juvenile Hall

While there are a number of issues and problems involved in changing the treatment of youthful offenders as mandated by AB 3121, the prohibition of the detention of status offenders in juvenile halls and correction institutions, and the establishment of community-based programs for them, is probably the largest problem.

Two programs that are indicative of the efforts in the county to deal with this problem are Project Reunite and the Novato Youth Services Bureau.

Project Reunite. This project is a family crisis diversion program for 601 status offenders. Lawrence Shattuck of the Marin County Probation Department is the Supervising Probation Officer. Of the six-person staff, two are probation officers, two are Vista workers, and two have grant funds. The six members are divided into three male/female teams that work for twenty-five hours a day, seven days a week in fifty-six hour shifts.

All bookings for status offense (runaway, beyond control, truancy, etc.), as well as all citations, telephone referrals, and walk-ins for the same offenses go directly to Project Reunite. A crisis interview with all members of the family

is held as soon as possible after a referral. In most instances the child is able to return to his home after the interview is completed. If not, foster home space is available on a standby basis in the community. The facilities at Youth Advocates are also available on a crisis standby basis.

Following the initial crisis interview, six to eight sessions of follow-up counseling are provided to the family. The results indicate that thirty to forty families a month have utilized the services of Project Reunite since September 1976. About 90 per cent of the youngsters return to their own homes. Those who go to receiving bed space usually stay no more than one day. There have been only two or three situations where the youngster has remained uncooperative, has not committed a criminal offense, or has not been abandoned by the family. Such youngsters flit from placement to placement, and unfortunately there appears to be little in the way of current resources within the community to help them.

An overwhelming majority of the families that are seen by the Project Reunite teams are able to focus on the situation as a family problem rather than identifying the minor as the cause of the difficulty. The efforts that Project Reunite are making are highly commendable.

Novato Youth Bureau. The objective of the Novato Youth Services Bureau is to keep young people out of the juvenile justice system and provide informal counseling. Greg Guion and Marcia Eslinger run this program, which is housed across the street from the Novato police station.

Novato police refer about forty cases a month to the bureau. The most common offenses for which referrals are made are shoplifting, burglary, and possession or use of alcohol or marijuana. In the first year of operation only 5 per cent of the over 400 referrals were re-arrested. As in the case of the Project Reunite efforts, the total family is involved in the counseling sessions.

There are six months left in the bureau grant as provided under the Diversion Program. It is strongly recommended that the Diversion Program be continued. The staff feels that the supervision by the Criminal Justice Planning Agency can be replaced with a Steering Committee comprised of juvenile officers in Marin County. The staff also urges that funds for training continue to be made available.

APPENDIX G

JUVENILE JUSTICE AND DELINQUENCY
PREVENTION COMMISSION: MINUTES
OF THE JANUARY, FEBRUARY AND
MARCH 1977 MEETINGS, PERTAINING
TO ADOPTION OF THE RE-ENTRY
COMMITTEE REPORT

JUVENILE JUSTICE COMMISSION

January 25, 1977

Room 254, Hall of Justice
San Rafael, California

Members Present

Jody Anne Becker, Chairman
James Adams, Vice Chairman
Jean Bass
Joseph Brighenti
Yvonne Bush
John Donovan
Gladys Gilliland
Jay Gregg
Nancy Kopp
Sandra Levitan
Edward Neumeier
Beverly Savitt
Madeleine Sloane
Robert Switzer

Members Absent

Jean McConnell

Others Present

Cynthia Post, Juvenile Justice Court Committee
Linda Vickery, District Attorney's Office
Meg Newcomer, Local 535, Probation Worker's Union Observer
Clementina Clayton, Interested citizen
Phyllis O. Smith, Marin Association for Mental Health
George Lazarus, Family Crisis Center/Marin Youth Coalition

The meeting was called to order at 4:05 p.m. by Chairman Jody Becker.

Minutes

The Minutes of, the Special Meeting on January 4, 1977 were unanimously approved.

Open Time for Public Expression

Yvonne Bush asked if there is a committee handling the Juvenile Justice Commission Budget. She was informed that Beverly Savitt is Chairman of a committee who will be looking into this question.

Board of Supervisors Meetings

Jody Becker announced that the Board of Supervisors had eliminated the Criminal Justice Planning Agency. The Board decided that review of grant projects will be handled as follows: "to assign the task of technical assistance in terms of grants porcessed through the Region to the Administrator's Office to Alene Pettee

Juvenile Justice Commission
January 25, 1977

and to make a strong commitment to have grant proposals reviewed by the Marin delegation to the Regional Board for all projects, and the Juvenile Justice Commission regarding those projects which seek funds for juvenile programs." *

The Board also discussed the Drug Control Unit. Individual board members were told that the Juvenile Justice Commission has not taken a position on the project but that all of the commission's concerns regarding treatment of juveniles and use of juveniles as informants continue. The present grant application makes no mention of how juveniles would be handled. Ms. Becker said that she was told the approval must be obtained by February 1 or funds will be unavailable due to the federal deadline. She said the Board appears divided on the issue.

North Bay Regional Criminal Justice Planning Board

The North Bay Regional Board is seeking a new member, preferably a woman or member of a minority group who has been actively involved with youth. Chairman Becker said that Yvonne Bush is one of the three applicants. The Commission expressed a feeling that they would like to endorse her candidacy.

MOTION. A motion was made (Switzer) and seconded (Donovan) for the Chairman to forward a letter endorsing the candidacy of Yvonne Bush as juvenile justice and delinquency prevention member on the North Bay Regional Criminal Justice Planning Board. The motion was passed unanimously.

Marin members are Judge Joseph Wilson, Harold Truett, Police Chief James Wright, Denis Rice, Albert Gately, James Soetaert and Jody Becker.

Report of Pearl West Dinner

Chairman Becker reported on the Pearl West dinner in Jean McConnell's absence. There was a total deposit of \$360.00; \$50.00 was on deposit with the Alvarado Inn and a balance of \$304.43 was paid to them, leaving a balance in the checking account of \$5.47. She thanked everyone for the great turnout and fine dinner. She has written a letter to Mrs. West thanking her for coming. Yvonne Bush thanked Ms. Becker on behalf of the commission for the cocktail party and opening of her home for it. Ms. Becker also thanked John and Jeannette Donovan, Gladys Gilliland, Beverly Savitt and Madeleine Sloane for their help with the cocktail party.

State Juvenile Justice and Delinquency Prevention Commission

Chairman Becker announced that a letter from the State Advisory Commission to all judges, chief probation officers and commissions, etc., stated that the State commission has changed its name from the State Delinquency Prevention Commission to State Juvenile Justice and Delinquency Prevention Commission in order to more accurately reflect the name and duties of commissions throughout the state.

Juvenile Projects

Mr. Soetaert was ill and not able to present the report on this item.

* Minutes of Board of Supervisors Meeting of January 25, 1977.

Court Committee

Edward Neumeler presented the report of the Court Committee. There was discussion regarding the use of referees' "paternalistic" conduct. Mr. Adams wondered if the hearings were more structured would fewer paternalistic judgments be made? He said that the law has to regard minors in somewhat of a paternalistic way with a degree of informality. Mr. Adams said he thought the report was splendid. On the question of whether the court should be administered as adult or juvenile he suggested setting up some guidelines. He is out of sympathy with AB 3121 that regards minors as grownup. He believes it is incorrect to say that lawyers destroy the informality.

Chairman Becker asked if it would be helpful to meet with the District Attorney and Public Defender on AB 3121 to review how they think they should conduct the proceedings. Mr. Adams thought that the committee had already done this.

Commissioner Savitt said that in her experience private attorneys are treated better than the Public Defender. She felt that the probation officer's report was all important and that in discussing the case in advance of the hearing with the probation officer, parents and the child, the attorney can have more effect. She attended a meeting with the Public Defender a year ago where interest was expressed in having an office at Juvenile Hall in order to meet with their clients before the case goes to court.

Jean Bass thought the attorney acts as a social worker in some cases and if the attorney can convince the probation officer that the minor will not get into trouble again the probation officer will go along with the attorney's suggestions. She also felt that if the District Attorney is to be involved in the hearings, then a lawyer is needed to protect the child's rights.

Mr. Adams stated that most cases are worked out prior to the hearing but he felt that a hearing is vital to impress the minor that there is justice. He said a hearing is primarily for listening to a minor and his parents and that the age factor needs to be recognized.

Jean Bass said that the function of an attorney has to be the same whether for an adult or juvenile case. She does not like to get her clients off by the use of technicalities. She believes in talking to the youngster, explaining that what he did was wrong, if there was a misdeed involved, and that everyone has to obey the law. However, in court it is necessary to act as his lawyer and do whatever is necessary to provide an adequate defense.

Mr. Adams said that it is most important that the hearing be held in an atmosphere that would help juveniles.

MOTION. A motion was made (Switzer), seconded (Donovan) and passed unanimously to accept the Court Committee Report with thanks.

MOTION. A motion was made (Switzer) and seconded (Savitt) to establish an ad hoc committee to develop standards and guidelines for conduct in Juvenile Court by attorneys and referees in order that hearings will be viewed by the juveniles involved as well as the adults as just and fair. The motion was passed unanimously.

Juvenile Justice Commission
January 25, 1977

Members of the ad hoc committee are Jean Bass, Chairman, James Adams and Jean McConnell.

The Commission directed the Court Committee to monitor the implementation of the recommendations in the Court Report and report back to the commission in 90 days.

Further discussion of the eight recommendations in the report followed.

Mr. Adams said he would like clarification on what the sixth judge will do in connection with Juvenile Court.

The Commission asked the Court Committee to find out from Judge Broderick what he is planning for the future.

Mr. Neumeier suggested that cases perhaps could be reviewed on a weekly basis but this idea should be discussed with the Judge.

Mr. Donovan thought that the Court Committee should give a report at various stages on their findings after a certain length of time.

Mr. Switzer wondered if the other items in the report would be concerns for the Court Committee.

Ms. Bass said she did not understand the 4th recommendation on conferences to be held between the public defender and the Juvenile court judge. She thought the San Quentin trial swamped the time of the judge and wondered if this is still a problem today. The public defender thought it was a problem at the time.

On the 5th and 6th recommendations a number of commissioners expressed an interest in pursuing with the Board of Supervisors a way of providing more and earlier counsel to juveniles by possibly increasing staff and also for the public defender to have regular office hours in Juvenile Hall.

Re-entry Committee

John Donovan passed out the committee report whose task was to look at re-entry of juveniles into the school system and to look at alternatives to Juvenile Hall. Two alternatives were studied - Project Reunite and the Novato Youth Service Bureau. Since there was not enough time to discuss the report it will be put over until the next regular meeting.

Workshop Committee

Mr. Switzer stated that his committee will be discussing the workshop idea with the Probation Department. He asked for guidelines from the commission as to whether it should be held on a weekend, evening meeting or a Friday and part of a Saturday. Mr. Adams said he would be interested in consideration of the definition of the commission itself.

Juvenile Justice Commission
January 25, 1977

Yvonne Bush said that the original Workshop Committee had developed an outline that addresses some of these questions.

Commissioner Switzer suggested that the workshop deal with what effect the commission has had in the past, where it is going and where it wants to go in the future. He suggested a retreat. He also thought the Board of Supervisors should be made aware of the workshop plans and told that it will not be held until they decide on the question of consolidation of the two commissions.

The Workshop was set for Friday, March 18 from 4-10 p.m. with dinner.

MOTION. A motion was made (Kopp) and seconded (Sloane) to inform the Board of Supervisors that the Commission will hold a workshop of six to eight hours length to review its goals and objectives and operational procedures and that this workshop will be delayed until the matter of the merger or consolidation of the Juvenile Justice Commission and Delinquency Prevention Commission has been decided by the Board. The motion passed unanimously.

Involuntary Treatment Committee

Jody Becker announced that the Involuntary Treatment Committee had changed its name to the Juvenile Justice Commission Mental Health Committee. The committee agreed to participate in a study on the role of juveniles in drug and alcohol abuse --pre-delinquents, delinquents and victims. She has already had commitments from some of the commission's standing committees. The following people have agreed to participate: Madeleine Sloane, law; John Donovan, schools; Nancy Kopp, legislation; Joe Brighenti, juvenile officers; Mental Health Committee and state commissioner Al Howenstein.

MOTION. A motion was made (Brighenti) and seconded (Donovan) to set up a committee to conduct a comprehensive study possibly to culminate in a workshop involving the schools, juvenile officers, and community mental health, etc. The motion was passed unanimously.

The meeting was adjourned at 6:05 p.m.

Respectfully submitted,

Meredith Sheehan
Recording Secretary

JUVENILE JUSTICE AND DELINQUENCY
PREVENTION COMMISSION

February 22, 1977

Children's Treatment Center
San Rafael, California

Present

Jody Anne Becker, Chairman
James Adams, Vice Chairman
Jean Bass
Yvonne Bush
Virginia Culwell
Raymond DeLeon
John Donovan
Jay Gregg
Nancy Kopp
Jean McConnell
Edward Neumeier
Charles Newman
William Seawell
Robert Switzer
David Troxell
Georgette Vilas

Absent

Joseph Brighenti
Gladys Gilliland
Sandra Levitan
Anisia Onick
Beverly Savitt
Madeleine Sloane

Probation Staff present

James B. Soetaert, Chief Probation Officer
John D. Rogers, Director of Juvenile Services
Edward Stanton, Superintendent of Juvenile Hall

Others Present

Natalie White, New Perspectives
Perry Grey, New Perspectives
Charles Coyne, District Attorney's Office

The meeting was called to order by Chairman Jody Becker at 4:15 p.m.

Minutes

The minutes of January 25, 1977 were unanimously approved.

Open Time

James Adams spoke on the curfew committee proposal. In April of last year the Board of Supervisors took action on a uniform ordinance that had been developed

February 22, 1977

by the Curfew Committee. The Supervisors approved a proposed ordinance to be adopted by the eleven municipalities. It was decided to present it to the Mayors' Association. The Mayors discussed it and the motion to approve failed. It was again on the agenda on a motion to approve discontinuance of the ordinance. That motion failed. He believes the only alternative now is to apply for single uniform action and ask the Board of Supervisors to act unilaterally.

Officer Newman reported that in Corte Madera they voted to throw curfew out altogether and then reversed themselves in a vote to make it 1:00 a.m. He believes there should be a uniform ordinance.

MOTION. A motion was made and seconded (Neumeier/Donovan) to ask the Board of Supervisors to discontinue curfew in the unincorporated areas of Marin County or to pass a curfew ordinance for the County such as they had previously approved. James Adams to make the presentation to the Board of Supervisors. The motion passed unanimously.

Virginia Culwell asked for clarification on the new ordinance consolidating the two commissions regarding section number on items which may only be voted upon by Juvenile Justice Commissioners.

David Troxell reported on today's Board of Supervisors' meeting where it had been discussed. The Board voted to amend the ordinance to include 22 members, the 15 members of the Juvenile Justice Commission and the present membership of the Delinquency Commission. The issue was down played as to what the Delinquency Prevention Commission members and the Juvenile Justice Commission members can vote on. The Board amended and approved the Ordinance and after 30 days it will be official. Chairman Becker said she would like to assume that it is one commission as of today and that it will operate as one commission.

New Perspectives - Nancy White.

New Perspectives is a federally funded alcohol program for young people and adolescents for outreach and family counseling. Ms. White would like to bring some of her staff to a meeting of the commission to explain the program. They do not work with youngsters with severe alcohol problems. They have a half-time worker at San Rafael, Novato, West Marin and Redwood High Schools and a full-time person with the Probation Department. They locate facilities and do referral work. The largest part of their work is toward the individuals who are not alcoholics but have an alcohol problem.

David Troxell asked whether they have come to any conclusions about whether the alcohol problem is increasing in the schools. She said that statistics would indicate that it is going up.

Juvenile Police Officers' Meeting

Dave Rogers reported that AB 3121 was reviewed with the police officers - the youngster in a crisis home, as well as other areas that related to the District Attorney's Office, problems in getting Probation reports, etc. He said that

February 22, 1977

four juveniles out of approximately 100 ran away from the crisis homes since the inception of the project in September. They discussed recent legislation that requires the police to deliver a child in need of medical care to the Project or Juvenile Hall in a reasonably good condition.

They also discussed curfew. If all else fails, they could deliver a youngster to the Project using curfew violation and in this way they would be able to handle the family on the curfew violation.

Workshop Committee

Yvonne Bush reported that the workshop is set for Friday, March 18th from 4 p.m. to 10:00 p.m. Ms. Bush welcomed David Troxell to the committee. She asked the new members to consider what they would like to have in the workshop. A meeting place has not yet been selected. The committee will inform the members when a place has been found. She suggested postponing the workshop for one month. Mr. Troxell said they have a few projects which will be taking their time in the near future. However, he thought it would work out to go ahead with the workshop.

Mr. Adams thought it would be worthwhile to study the legal basis for existence of the commission. Something similar was done a few years ago.

Ms. Bush said the commission members would be notified of the next meeting of the Workshop Committee.

Delinquency Prevention Work in Progress Crisis Housing Meeting - David Troxell's Report

David Troxell passed out a flyer for a meeting on AB 3121 and Youth Crisis Housing sponsored jointly by the Juvenile Delinquency Prevention Commission and the Youth Coalition. There is a need for more crisis housing for youth. The two organizations will be putting together a meeting to be held on March 15th at 7:30 p.m. in the San Rafael City Council Chambers, with Peter Bull speaking on the new law. There will be skits performed by the Magic Carpet Play Company and a discussion panel composed of foster parents, Probation, DPSS and Youth Advocates people. They plan on receiving publicity from the newspapers and television.

Wallet Card

A wallet card containing the phone numbers of agencies dealing with youth was developed several years ago. The Delinquency Prevention members would like to update the card and get it reproduced for distribution in the high schools. The Marin Youth Coalition and the Switching Yard have agreed to help in its distribution. This project can be paid for out of the JDPC state allocation of funds.

Shadow Cabinet at Madrone High School

Mr. Troxell said that the students from the continuation school wanted to put together a proposal on narcotics enforcement which they would like to present to the Commission and to the Board of Supervisors.

February 22, 1977

Manual on Juvenile Law

Georgette Vilas said that an update and reprint of a juvenile law handbook originally produced by Santa Cruz County has been considered by the JDPC for some months. She has met with various people who think it should be geared to the 8th grade level. A letter was sent to Virgil Hollis asking the County Schools to put it together. The cost would be 40¢ a copy. She has a commitment from the JDPC for \$200, which are funds from JDPC commissioners' stipend contribution. She mentioned that Undersheriff Kelly is supportive and could provide approximately \$200. Mr. Troxell said there are law students who had expressed an interest in updating it. Ms. Vilas felt that one of the judges should look it over.

Junior High Essay Contest

Virginia Culwell stated that the idea for an essay contest came from the Juvenile Officers. The subject will be on the responsibilities of youth and the law as citizens. The project is planned for the fall and the manual on juvenile law would be used in conjunction with the contest. She said that it was suggested that a fund raiser be used for raising money. One suggestion she had received was a place called "Barrel Raisers" where a fund raising event could be held. Dr. Morris, a physician at San Francisco's Juvenile Hall, agreed to contribute a bicycle as a prize. There are 22 junior high schools in Marin to be covered. The Commission would have to do the judging.

Chuck Newman mentioned that seven years ago \$5,000 was contributed by the Holiday Magic Company to publish the AJAM pamphlet which covered the subject of juveniles and the law. It was distributed to every student through the high schools and had a very good response from the youngsters.

Mr. Adams said that he did not think the joining of the two commissions should delay any project that the JDPC had been working on for such a long time. Virginia Culwell stated that what is needed now is raising the money and suggested a fund raiser. She did not know whether there would be any objection to having a fund raiser in a bar, such as Barrel Raisers.

Georgette Vilas felt that the County Schools should give some assistance.

John Donovan said that covering junior high schools would involve approximately 5,000 children. He suggested working through the PTA groups, asking them to sponsor printing costs. Each district has a PTA Council which could be approached. Ms. Culwell asked commissioners whether to plan the contest for this semester or in the fall.

MOTION. It was moved and seconded (Donovan/Troxell) that the Commission endorse the concept of a Juvenile Law Handbook and explore PTA Councils as a source of funding. The motion passed unanimously.

The following members will serve on the Handbook Committee: Georgette Vilas and Virginia Culwell, Co-Chairmen; Ray DeLeon, committee member.

February 22, 1977

Update on the Court Report

Jean Bass reported that the AdHoc Committee on Court Conduct met on February 8th. She also attended a meeting on AB 3121. Comprehensive statewide guidelines from the Judicial Council were supposed to have been published but will not be available for three weeks. She thought that Jean McConnell and she should see what these guidelines contain, so that they could report back more effectively to the Commission. These guidelines would consist of court rules on procedure. She also said there would be future guidelines in July.

Mr. Switzer suggested the committee come back with a report on these guidelines before the Commission proceeds.

Commissioner Neumeier reported that he had met with Judge Broderick and received his views, but he thought the Judge should be given the opportunity to make his own comments at the next meeting.

Region Appointment

Yvonne Bush was congratulated on her appointment to the North Bay Regional Criminal Justice Planning Board.

Re-entry Committee

John Donovan said that he had met with the Foster Parents Association and they had concerns that they wished the Commission to know about.

1. To have the clothing allowance increased.
2. There should be a one to two week respite period for foster parents so that they could take a vacation.

Chairman Becker asked how much of the Re-entry Report is appropos if CTC is closed? Mr. Donovan felt that re-entry to the public schools would be a moot point from CTC if the program were eliminated. The predominant recommendations in this report addressed the Day Care Program.

Mr. Soetaert said that the department cannot afford the Children's Treatment Center program any more. At Juvenile Hall there are 22 youngsters and at CTC there are 12 although budgeted for 18. No more children will be entered in the program and CTC will be fully phased out by June 30th. The CTC building will house the new courtroom and more waiting room space. Juvenile Services, District Attorney, Public Defender will have offices there. He feels that the ideal situation is to plan everything together. They will be meeting with Public Works tomorrow and since it is considered an emergency, they won't need to draw up plans which take a very long time. There will be new lighting, new carpeting and draperies. As the program winds down they will move the youngsters and the changes and repairs should be finished by June 30th so that everyone could move in by July 1st. Lunch will be the only activity that children will be using the CTC building for in the future.

Mr. Donovan said that the rate of recidivism is dropping. Those youngsters who completed the program in the Day Care Program have been making it in school and

HIVHILL JUSTICE AND DELINQUENCY PREVENTION COMMISSION

March 29, 1977

Room 254, Civic Center
San Rafael, California

Present

Jody Anne Becker, Chairperson
James Adams, Vice-chairperson
Jean Bass
Yvonne Bush
Virginia Culwell
Raymond DeLeon
John Donovan
Jay Gregg
Nancy Kopp
Jean McConnell
William Seawell
Georgette Vilas
Joseph Brighenti
Gladys Gilliland
Sandra Levitan
Anisia Onick
Madeleine Sloane

Absent:

Edward Neumeier
Charles Newman
David Troxell
Beverly Savitt

Probation Staff Present

James B. Soetaert, Chief Probation Officer
Ron Baylo, Chief Deputy Probation Officer

Juvenile Court Present

Judge Henry J. Broderick

Others Present

Sharon Bettinelli, YWCA
Clementina Clayton, interested citizen
Parul Ehrlich, New Perspectives
Doug Kudlick

The meeting was called to order by Chairperson Jody Anne Becker.

Minutes

Virginia Culwell requested that the Minutes of February 22, 1977 be corrected.
(See attachment). The Minutes were then approved as corrected.

Minutes of March 29, 1977

Open Time

James Adams announced that the Board of Supervisors unanimously enacted a midnight curfew for youth under the age of 16. It only deals with the use of the street and exempts coming and going from place to place. He expressed the hope that other jurisdictions would now take action to make it uniform county-wide. The Curfew Committee will meet to decide what action to take next, as no two curfew ordinances are now identical in any jurisdiction.

Mary Adamson of Youth Advocates requested that the Commission make private agencies a part of the Re-entry Study.

Crisis Housing Meeting, March 15

Virginia Culwell reported that the meeting was taped and it is hoped that Channel 3 will use it. She also requested that a special thank you letter be sent to Magic Carpet for their presentation at the meeting. Several enquiries relative to becoming foster parents resulted from the meeting, and Jim Soetaert reported that three families have signed up. Expenses for the meeting included \$40.67 for printing and \$76.00 for refreshments.

Commission Workshop

Yvonne Bush suggested using next month's regular meeting date for the workshop April 26, and said that arrangements can be made to use the Ralston White retreat in Mill Valley for it. It will cost \$145.00, including dinner. She estimated that, with the planned agenda, the workshop will take about 4 hours.

MOTION

A motion was made and seconded (Kopp/Sloane) to approve expenditures and arrangements. Approved unanimously.

Probation Budget

Jim Soetaert told the Commission that the County Administrator has approved the Probation Department budget for submission to the Board of Supervisors. He also said that the day care program has increased by 10 students and that a court officer is now in place and facilitating movement through the system.

Yvonne Bush asked about the new program at Juvenile Hall for kids who can't be sent to Napa any longer and was told that the unit opened on February 28 and will hold up to 9 residents. Admission requires a court commitment and length of stay is up to the court.

In response to questions about the disposition of staff, Mr. Soetaert responded that he knows that morale is low, but transfers of staff members are going about as planned and that staff requests are being given consideration before final decisions are made.

Hancy Kopp asked if there will be an open phone at night and Ron Baylo said there would be one as of July 1.

Judge Broderick

Following his introduction and welcome to new Commission members, Judge Broderick told about the Juvenile Justice Institute put on annually by the Commission on Judicial Education and Research. The Institute this year dealt mainly with the operation of AB 3121. Concern was expressed about the absence of authority to securely detain 601's, if the need should arise. As the law is written, compliance depends on the kid's willingness to comply. It is felt that this was an oversight in the legislation. The question arises that perhaps intractable 601's should not be in the system at all. At any rate, they present the most difficult cases, and various approaches are being considered, although the Institutes do not deal with matters of policy.

Action on Re-entry Recommendations (P. 7 - Re-entry Report)

MOTION.

A motion was made and seconded (Culwell/Gregg) to recommend to the County Schools Office that Recommendation 1 be adopted. Passed unanimously.

Relative to Recommendation 2, Jean Bass asked why present means of transportation is not used, and Ron Baylo replied that he was not aware of any significant problems with it. The effort is being made to make parents responsible for getting their children to the Center, and the system seems to be working well.

Recommendation 3: John Donovan noted that the law now allows for the establishment of smoking areas at schools, and Joe Brighenti said that such establishment has eased the smoking problem greatly at San Rafael High.

MOTION

A motion was made and seconded (Culwell/Sloane) to recommend that the Probation Department set up a smokers' area. Passed unanimously.

John Donovan said that different jurisdictions in the county should be encouraged to examine 2 programs in the study as well as Youth Advocates. He will look into various ways that different communities could handle the same problems under AB 3121.

Delinquency Prevention Definitions

Virginia Culwell requested that the upcoming workshop consider clarification of the mandates of the Juvenile Justice Commission and the former Juvenile Delinquency Prevention Commission.

Commission Budget

The Board of Supervisors has postponed for 2 weeks (until April 5) consideration of the Commission budgets. The question of the \$1,000 yearly state grant was raised, and Jim Soetaert said he understood that the grant was to be used for actual expenses, to offset costs, and for whatever activities the commission designates. Joe Brighenti said the Commission ought to decide if it actually wants per diem payment before applying for funds.

Minutes of March 29, 1977

MOTION

A motion was made and seconded (Bass/Brighton) to discuss the question of per diem payment for Commission members at the workshop on April 26. Passed unanimously.

Juvenile Court Guidelines

Jean Bass reported that the guidelines are still in the process of revision and will not be available until mid-May. Judge Broderick said that the guidelines represent a great forward step. They have been worked over minutely and will bring statewide uniformity. It was decided to invite Pam Hulse, who is writing the guidelines, to address the Commission at its July meeting.

Synanon

Jody Becker announced that the Commission has been invited to visit Synanon and recommended that the invitation be accepted. Great interest was expressed, and a date for the visit will be selected at the next meeting.

Adjournment

The meeting was adjourned at 6:15 p.m.

Respectfully submitted,

Jean McConnell
Recording Secretary

Correction to Minutes of February 22, 1977

Virginia Culwell requested that the Minutes of February 22 be corrected to read: "Virginia Culwell stated that the idea for an essay contest was based on an idea that came from the Juvenile Officers."

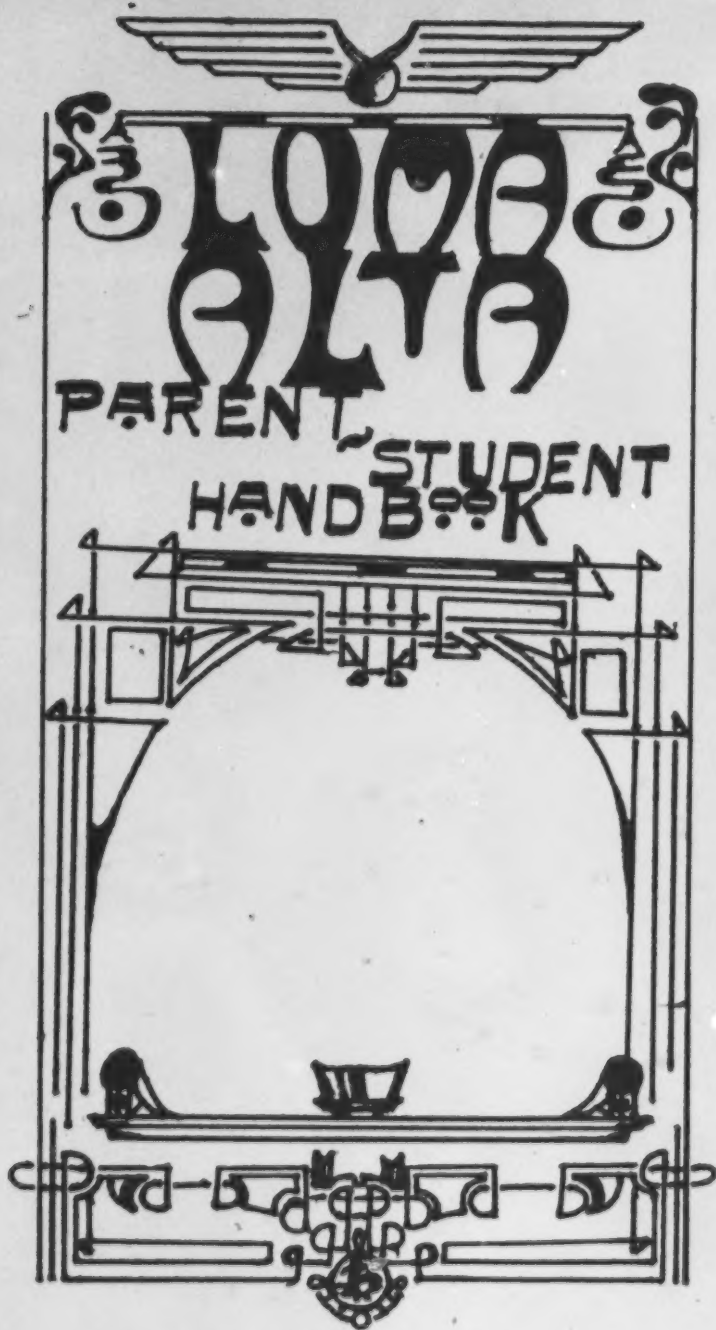
APPENDIX H
EDUCATIONAL PLANNING AND REVIEW
PROCEDURE

Figure 4
EDUCATIONAL PLANNING AND REVIEW PROCEDURE

Timeline	Action Taken	Person(s) involved or Responsible
1. One week prior to enrollment.	1. (a) Intake Information profile and enrollment forms are delivered to the School Office for staff review. (b) pupil record requested from the public school (c) school data (i.e. credits, course, grades compiled (d) initial class schedule determined	1. (a) counseling staff (b) school secretary (c) school secretary (d) school staff (teachers)
2. Enrollment through day 3	2. (a) CTBS completed and scored, with notations for staff use as appropriate. (b) CTBS profile forwarded and maintained in a CTBS index file in the School Office for teacher reference in developing the education plan.	2. (a) Title I teacher (b) Title I teacher
3. Within 7 days of the student's enrollment	3. Staff meeting to review the CTBS results in relation to their applicability in the development of educational plans by each teacher working w/child.	3. School staff
4. Enrollment date through 21st day	4. (a) Classroom observation and assessment (b) upon teacher referral, psychologist provides additional assessment and an Admission committee meets to determine pupil's eligibility for special education programming.	4. (a) each teacher working with student in class (b) Administrator, psychologist, nurse and special education teacher meet with parent(s), teachers and student. Counselor is invited to attend.
5. 22-30 days following enrollment of student	5. (a) In each class that the student is enrolled, an education plan is developed (b) a meeting is convened to review plans.	5. (a) teacher(s) with student (b) all School staff
6. 30 to 40 days following a student's enrollment	6. A joint planning meeting is held to review the student and finalize the educational and treatment plans.	6. counseling and school staff
7. Within 45 days follow-the student's enrollment	7. Family Evaluation Conference (FEC) is held, where the finalized treatment and education plans are presented to and discussed with the parent(s).	7. Liason teacher, counseling staff, student, parent(s) and psychologist (as appropriate).
8. Approximately every other month	8. Joint meeting to review progress or eligibility for release.	8. Day Care counselors, all school personnel, parent(s) student.

APPENDIX I

LOMA ALTA PARENT-STUDENT HANDBOOK



LOMA ALTA SCHOOLS
1405 Lucas Valley Road
San Rafael, California 94903

(415) 479-1800, Ext. 77

Loma Alta Schools is Operated by the
Office of the Marin County Superintendent of Schools
Virgil S. Hollis, County Superintendent

November, 1976

CONTENTS

Introduction.....Kenneth C. Kammuller

Program Description	<u>Page</u>
Philosophy	1
School Intake Procedures	2-3
Instructional Staff	4
CTC Program Assessment	5
CTC Educational Plan & Objectives	6
CTC Courses Offered	7
CTC Grades and Credits	8
Report Cards	8
CTC Point System	9
CTC Parent Involvement	10
Release Procedures	10
California High School Proficiency Exam and General Education Development Test	11
Title IX	12
School Holidays	13

INTRODUCTION

Dear Parent and Student:

The Loma Alta Schools are administered by the Marin County Superintendent of Schools, Dr. Virgil S. Hollis.

It is the intent of the educational staff to provide a basic subject curriculum in a structured learning environment. We endeavor to provide experiences which will offer opportunities for a student to be successful. We perceive success as the catalyst to building a student's positive feelings about himself/herself.

The following pages contain an overview of our program, and explanations of the various systems used.

We hope that most of your questions will be answered, however, the staff is always available and you are encouraged to contact us should you wish further clarification.

Sincerely,

Kenneth C. Kammuller
Consultant
Special Services

The philosophy of Loma Alta Schools is to provide opportunities for student growth and success in learning, by ensuring that each student's unique education needs are fulfilled in a program of individual instruction. We seek to capitalize on a student's strengths, and utilize these strengths to build upon other academic and behavioral skills. We perceive an individual's strengths in his/her education as a sign of success. In School, we equate successes in learning with a student's ability to feel good about himself, a sense of accomplishment in meeting a personal goal.

In our education planning, we endeavor to incorporate each student as part of an academic decision making process. We recognize that students are required to attend school. In this vein, we hope to move them through learning processes that are meaningful and will help students attain a particular long range goal in school.

Ours is a small school staff, but we are a highly skilled school team, with an energy and capability of delivering willing students success in a particular education goal while in our program.

As you continue to read through this pamphlet, it is our intent that you will become better acquainted with our school program, our staff, and our education goals and objectives, all designed to serve your child.

When a student enters the school at the Children's Treatment Center (CTC) the staff:

- a) ascertains what subject areas the student has been enrolled in at his community school.
- b) assesses the student's academic achievement level
- c) seeks to provide an educational program at the student's functional level in particular curricular areas
- d) assists the student toward a planned goal of successful return to a community school program, graduation, and/or career planning.

When a student enters Juvenile Hall School: Within 24 hours he is assigned to one of the two school programs. His assignment is based upon the initial information available at the time.

If, for any reason, the child is considered unable to participate in and profit from the regular school program, he is assigned to an "In-Building" education program. This program utilizes the services of two instructors and the regular unit staff.

From 9:00 A.M. to 10:25 A.M., two subjects, generally math and English, are assigned by a teacher who visits each student.

From 10:25 to 11:30 A.M., a recreation period, supervised by regular unit staff, is available unless an individual's behavior requires that he be separated from the group. This is followed by a one-hour lunch period.

At 12:30 to 2:15 P.M., a second teacher offers courses in the social studies and arts and crafts. School ends at 2:15 P.M. each day, hence this schedule incorporates a five-period day as does the regular school program for the residents of Juvenile Hall.

The great majority of children received here do not need the restraint or supervision implicit in the In-Building program, thus they are enrolled in the regular school program maintained at the Hall. This program utilizes the services of two full-time and two part-time fully credentialed faculty. Each student is assigned each day to a class in Mathematics, English, Social Science, and General Science. In addition, classes are offered in Arts/Crafts and Physical Education.

An attempt is made at all times to assign students to courses at the level most satisfactory to each. Placement and development tests are administered to all students for this purpose.

INSTRUCTIONAL STAFF

The instructional and support staff for
Loma Alta School consists of:

Principal	Barbara Tarasoff
Secretary	Elaine Alexander
Part-time Psychologist	Jane Colton
Part-time Psychologist Intern	Helen Beck
Title I Reading/Math Specialist	Dolores O'Donoghue

Full-time Teachers

Juvenile Hall

Dan Amato
Steve Fraire
William Malin

Children's Treatment Center

Margaret Frazier
Rosalie Laird
Bonnie Spiesberger
Gary Stride
Steve Fraire

Instructional Aides

Ellen Friedman
Wendy Pugh

CTC Assessment Program

Each student participates in an initial assessment of his/her academic skills. The Comprehensive Test of Basic Skills (CTBS) is the test used in most instances. This assessment provides our staff with helpful information from which to begin a program of academic study.

The results of the test are shared with the student, as, together, a program of study is designed by teacher and student. Information regarding the test is available to parents at any time. Usually, however, the information would be shared with parents during a family evaluation conference with the Probation Department and School Staff.

The School program also incorporates the resources of a guidance consultant (school psychologist) in designing the education plan for most students in our program. Because most of our students dislike school, accept failure in school as a way of life, are truant, or are school drop-outs, it is our intent to utilize as many resources as are available to us, to design an education plan that provides ongoing opportunities for our students to experience success in school and learning.

CTC Educational Plan

Each student is assigned to a home room teacher who is responsible for preparing a long-range plan of goals and objectives for educational growth.

CTC Educational Objectives

- 1) To help students acquire appropriate classroom study skills and habits which will enable them to succeed in the community school. This includes such things as coming to class on time, learning to use reference materials, completing assignments, and learning to monitor written work for correct spelling, punctuation and syntax.
- 2) To provide opportunity for students to catch up on credits required for graduation. A student may earn one credit for every twelve hours of classroom attendance in which he/she has been productive.
- 3) To establish an individual curriculum suitable to the learning needs of each student based on his/her level of ability, interests, and subject/credit requirements.
- 4) To provide remediative instruction in basic subjects such as reading, math, spelling and writing to enable the student to perform at expected grade levels while in school, and to communicate effectively as an adult.
- 5) To provide a careers program in conjunction with the Counseling staff to instruct older students on how to obtain and hold a job, and to acquaint them with the educational and skill requirements for a variety of careers.

- 6) To help older students, who seriously lack credits, to prepare to take and pass successfully the California Proficiency Test or the GED for the purpose of acquiring a high school diploma.
- 7) To provide an environment which encourages the growth and development of personal values, responsibilities and successful achievements as a student and as a young adult.

CTC Course of Study

Loma Alta provides both basic and enrichment courses. A program of study, determined according to the education needs of each student, is selected from the list of classes which follow:

Language Arts
Social Studies
Mathematics
Career Education
Art
Gardening
Typing and Office Skills
Journalism
Driver's Education
Physical Education
Remedial Reading
Remedial Math
GED Test Preparation
Proficiency Test Preparation

CTC Grades and Credits

All classes are individualized to the extent that each student's education plan reflects his ability/skill level in a particular subject area. It is our endeavor to establish a balanced learning environment that is both challenging and reasonable in its expectations.

In a mathematics class, to illustrate a sample of our individualization of learning plans, three students may be working on fractions, two may be reviewing percentages, and one student might be studying Algebra.

Grades are assigned according to the progress made by each student on his level. If a tenth grade student is working on fractions, his grade is based on his progressive development in learning fractions. It does not necessarily mean that this student has completed the equivalent of tenth-grade math. Thus, the letter grades of A, B, C, or D represent the progress made by each student at his functional level, and do not reflect skills in comparison with other students.

Report Cards

Report cards are issued to students at the Treatment Center to coincide as closely as possible with the community schools. At the quarter break report cards will reflect grade and productive hours earned. At the semester break, grades and credit will be issued and placed on the student's permanent high school transcript.

Report cards are normally not issued directly to students at Juvenile Hall unless they have been there for a considerable length of time. When students are released from Juvenile Hall and CTC, grades and credits earned are forwarded to their community school.

CTC Point System

The point system is an evaluation system to encourage appropriate classroom behavior. It provides daily information on each student's school performance and is fully incorporated into the Treatment Program.

Students may earn up to three points per class period for positive work effort, and three points for positive classroom behavior. Points are then used as a means of evaluating progress in the program and as a means of determining certain privileges, awards, and outings, and/or suspension of those things. Points are also used as one criteria in determining grades. The rating system is as follows:

Productivity

- 0.....no work on assignment
- 1.....worked part of period
- 2.....satisfactory productivity
- 3.....worked exceptionally well and/or took on
a challenging assignment

Behavior

- 0.....uncooperative, disruptive and/or removed
from class
- 1.....some disruption, late to class, abused
pass
- 2.....satisfactory and appropriate classroom
behavior
- 3.....exceptional, maintained in difficult
situation, actively contributed to
positive classroom atmosphere

CTC Parent Involvement

Parents are encouraged to contact the school at 479-1800, Ext. 77, anytime they have questions or concerns regarding their child's education. We endeavor, through one or more "Open House" nights each year, to provide an opportunity for parents and teachers to meet semi-informally.

Additionally, for parents with students in the Day Care Program, a built-in process now exists for parents, students, and teachers to meet. Approximately thirty (30) days following a family's initial acceptance in the Day Care Program, a Family Evaluation Conference (FEC) is held. As part of this conference, parents have the opportunity to meet with the assigned teacher whose responsibility is to formulate the initial education plan for their child.

Similarly, before a student completes the School program at CTC, parents will have an opportunity to participate in setting up the school program in their community.

For a parent whose child is in the Residential program, a meeting can be accommodated anytime, since a formal built-in process for parent-school contact is non-evident to date.

Release Procedures

The primary responsibility for determining when a minor is released is made by the Probation Department in both the Juvenile Hall and CTC. At CTC, however, the Probation Department endeavors to work jointly with school staff to determine release dates for students. Both agencies incorporate aspects of family, school, and community in an effort to affect the best possible plan in regard to the student's return to the community school.

California High School Proficiency Exam (CHSPE)

The CHSPE is an opportunity for persons to demonstrate proficiency in the basic skills taught in California public high schools, as defined by the average performance of second-semester seniors in those schools.

A student is eligible to take the CHSPE if he/she is 16 years of age and/or is enrolled and will complete the tenth grade at the end of the school semester in January or June.

The State Board of Education awards each person who passes the CHSPE a Certificate of Proficiency, which is legally equivalent to a high school diploma. Persons younger than 18, however, must have presented verified parental permission to leave school.

Persons must register in advance by mailing a completed registration form along with the \$10.00 fee to Educational Testing Service at Box 100, Berkeley, California 94701. Forms are available in the School Office.

Current test dates are:

<u>Test Dates</u>	<u>Registration Closes</u>	<u>Results Mailed</u>
March 19, 1977	February 23, 1977	May 20, 1977
June 11, 1977	May 18, 1977	August 5, 1977

General Education Development Test (GED)

Information on the GED can be obtained by contacting the School Office. Generally, a student must be within several weeks of his 18th birthday to take this test. However, with a court order, a minor may take it as young as 16 years. The test is an academic measure of an individual's ability. It consists of five parts: Natural Science, Social Studies, Literary Interpretation, Mathematics, and Correctness and Effectiveness of Expression.

It too is recognized as equivalent to the high school diploma.

Title IXMarin County Schools policy statement complying with the Federal law against sex discrimination.

In June 1972, the Congress of the United States passed Title IX of the Education Amendments: A law which affects virtually every educational institution in the Country.

In compliance with this law, it is the policy of the Marin County Superintendent of Schools/Marin County Board of Education not to discriminate on the basis of sex in the admission of students to school programs or activities.

At Loma Alta School, the principal, Barbara Tarasoff is responsible for assuring Loma Alta School's compliance with Title IX. Should any student have a complaint or concern, alleging any action prohibited by Title IX, that student should notify the principal in writing, as soon as possible. An appointment will be arranged between the student and the principal, with the intent of ensuring a prompt and equitable resolution of the complaint.

In complying with Title IX, it is our intent to assure students that:

- 1) all courses, classes and activities (except specified contact sports and classes dealing exclusively with human sexuality) are equally available to either sex,
- 2) no class or program course is required of one sex that is not required of the other,
- 3) all classes in physical education are co-educational,
- 4) rules of appearance apply equally to students of either sex,
- 5) all students, regardless of sex, are subject to the same rules of behavior in all educational programs and activities,
- 6) all counseling and guidance of students is free from sex bias, and,
- 7) the opportunity for participation in extra-curricular programs and activities is equally available to either sex.

1976-77 SCHOOL HOLIDAYS

September 6	Labor Day Holiday
September 7	FIRST DAY OF SCHOOL
November 5	ENDS FIRST QUARTER
November 11	Veterans' Day Holiday
November 18	Teacher Inservice Day (No School)
November 25, 26	Thanksgiving Holiday

December 20 through January 1, 1977 - Winter Recess

January 28	END OF FIRST SEMESTER
February 11	Lincoln's Birthday Holiday
February 21	Washington Day Holiday
February 22-25	Mid-Winter Recess
April 8	ENDS THIRD QUARTER

April 4-8	*Spring Recess OR
April 18-22	*Spring Recess

*We will provide you with prior notice regarding which week our School will be closed for Spring Recess.

May 30	Memorial Day Holiday
June 17	LAST DAY OF SCHOOL

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